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MIDTERM EVALUATION

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**GHANA PRIMARY EDUCATION PROGRAM  
(PREP)**

**INTERVENTION THROUGH CONDITIONALITIES**

**1990 - 1993**

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**INTERVENTION BY CONDITIONALITY**

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# MIDTERM EVALUATION

## GHANA PRIMARY EDUCATION PROGRAM (PREP)

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## **EXECUTIVE SUMMARY**

The Ghana Primary Education Program (PREP) is an important part of the effort to rebuild a once fine education system and re-establish the educational base for sustainable economic well-being. PREP, a set of program and project grant agreements between the Republic of Ghana and the United States of America, contributes to the hope for the future and enjoys the full support of the Ministry of Education. With three-and-a-half years completed (a little over two years of activity and one-and-a-half years to go), PREP I has contributed in many ways to the development of institutional and policy mechanisms that ready the system for effective reform.

PREP is supported with a US\$35 million USAID sector grant designed to strengthen the policy and institutional frameworks required to improve the quality, accessibility, equity, and financial sustainability of the primary education system (levels 1 to 6) in Ghana by the year 2000. PREP addresses key economic, financial, institutional, and social constraints to improving Ghana's primary education system in three principal ways. First, it leverages policy and institutional reform through conditionality on disbursement of a US\$32 million cash grant (US\$30 million to Ghana and 6.25% or US\$2 million to the USAID Trust Fund). Second, local currency generated through the auction of dollars is programmed to supplement the primary education budget, funding urgent short-term needs in areas such as procurement of textbooks, teachers' inservice and preservice training, and pilot equity improvement activities. Third, PREP provides limited project funding (US\$3 million; Project Grant Agreement No. 641-0120) for technical assistance, training, studies, evaluations, financial assessments, and financial management reviews.

The formal evaluation for the PREP Program, *PREP Mid-Term Evaluation: Intervention Through Conditionalities 1990-1993*, was organized around the steps and agreements of the evaluation process as it evolved in meetings in Ghana between USAID and the Evaluation Team in November, 1993. This approach enabled us to complete the report in the field so that each section could be reviewed by Ministry and USAID Mission personnel. The report takes the following form:

Introduction	Program status, including currently reported monitoring indicator information, and a general review of the overall program rationale.
	Explicit statement of the evaluation procedure and the basis on which judgments were made, i.e., formal arguments for program status and future plans.
Evaluative Findings	Discussion of major issues: non-project assistance, constraints, purpose of conditionalities.

**Review of the major program areas of assistance: financial, policy, institutional development (training, PMU), achievement testing.**

**Recommendations** General program recommendations and specific area recommendations, all emerging from discussions and suggestions of program and education colleagues.

Preliminary lessons, guides for later program evaluation based on limited program experience at the time of the evaluation (the 1990-1993 dates indicate program agreement, but the program was operational for just over two years).

We recommend the full report for a complete review of the evaluation. This overview will address immediate requirements for program review based on specific judgments of program progress and potential, and speculate on useful parameters and ideas for PREP II. Information is drawn from the full report, which is organized in terms of the evaluation process rather than outcomes. The overview is organized around the following specific sections:

- I. Review progress to date in realizing outputs for program conditionality
  - II. Identify constraints and recommend ways to minimize the negative impact of these constraints on the program
  - III. Assess the level and quality of the policy formulation process and implementation
  - IV. Assess the effectiveness of program management and monitoring
  - V. Critically review and evaluate the validity of program assumptions and appropriateness of program design
  - VI. Evaluate program implementation strategies and action plans in terms of achieving program goals
  - VII. Preliminary recommendations for future projects/programs
- I. Review progress to date in realizing outputs for program conditionality

The PREP Program Grant Agreement was signed 18 July, 1990 (USAID Program Grant Agreement No. 641-0119) and is scheduled to close 17 July, 1995. To date, the first

three sets of conditionalities (CP=conditions precedent to disbursement) were met per the following schedule:

First tranche based on CP 1.1-7	US\$4 million	Disbursed January, 1991
Second tranche based on CP 2.1-4	US\$7 million	Disbursed January, 1992
Third tranche based on CP 3.1-7	US\$8 million	Disbursed January, 1993
Fourth tranche based on CP 4.1-6	US\$8 million	Review November, 1993
Fifth tranche based on CP 5.1-6	US\$5 million	Review November, 1994

PREP's dollar funds are intended, in general, to support Ghana's Economic Recovery Program (ERP) by increasing the amount of foreign exchange available through the auction of the US\$ grant. However, PREP is tied to educational development. The specific conditionalities and presumed constraints that are addressed are given in Table 1 in the body of the report (all table references will be to those found in the report; tables relevant to this section will be presented within the section).

The evaluation team recommended release of the fourth tranche as well, with exception of one conditionality. We concurred with the Mission that all conditions have been met except 2.4.f (Evidence that the Grantee is implementing a policy to improve equity in the primary education system). We recommended a waiver on this CP. There is evidence that the Ministry is working on a policy for "equity," but it is difficult to establish the official status of the statements. Implementation of pilot projects has taken place, but no systemwide implementation has yet been undertaken. Evidence from the pilot projects is just now being evaluated. We recommended that this condition be moved to the Fifth Disbursement. It will be necessary in the meantime to agree on what constitutes "policy"; additionally, it would be helpful to all to articulate just what is intended in the conditionality by "equity."

Besides the concern over terminology and clarity of meanings (perhaps always an on-going problem in all contexts of agreement), the evaluation team found that there was very little clarity on the expectations and intentions of the conditionalities. It is quite apparent that the conditionalities have been met (when the conditionalities are constrained in meaning); however, it is difficult to unravel the "meaning" of these benchmarks in terms of the development of "strong policy and institutional frameworks," the purpose of PREP. This level of probe found little enthusiasm either in the Mission or the Ministry. The overall benefits to economic recovery and the apparent increase in "life flow" with education were considered substantial enough to blur the need for deep analysis of institutional development at this time. Given the limit time of PREP, this wasn't considered unreasonable, but the need for greater articulation and deeper discussion will increase as assistance continues, if only because of likely increasing press for the justification of continuing assistance. And the need is not empty. The Health and Education Rehabilitation Project of the World Bank had some of the same components as PREP, and in fact under its aegis, many of the textbook development efforts that PREP now relies upon were encouraged and funded. As the HERP project was declaring considerable impact on

educational problems, PREP was prepared under evidence that these problems were practically unaddressed. PREP is different from this and other projects and occurs at a different time in Ghana's recovery, but the point of "understanding" is important within the context of "sustainability" or "framework development." PREP needs to spell out why its fate is likely to be more positive than other similar intervention strategies that have failed. To do this convincingly, the details of the development program require continual attention and widely discussed and shared understanding. In a complexly organized system, problems are not solvable: they can only be managed, and management requires good and dynamic information.

The "good" part of PREP is that the conditionalities were embedded within the government's own program. PREP has never been considered as "outside" or peripheral to the regular activities and priorities of central reform. It remains important to continue discussions and adjust program activities within the evolving pattern of concerns and priorities. For example, Conditionalities 5.5 (training) and 5.6 (testing) need careful attention, if not readjustment. The equity policy conditionality remains ambiguous in its present form, and a review of the financial considerations of the program in Table 6 reveals the weaknesses in financial institutional development within the government and remaining ambiguities that may impinge on sustainability (e.g., the Revolving Book Fund). Many points of contact between the Ministry and the program have been established and operationalized. Within the present political context, they appear potentially productive.

We conclude (1) the conditionalities for the first four tranches were met with one exception, which we recommend delaying to tranche five conditions; (2) although the conditionalities were met to date, we believe that greater debate and discussion about the critical issues confronting Ghana education will be needed as the reform evolves; and (3) although the conditionalities address the key constraints, there is a need to spell out expectations underlying the conditionalities so that all participants in program activities are aware of their role and anticipated outcomes. PREP reflects the support of the Ministry, and its many successes, in terms of meeting the conditionalities, bode well for its difficult tasks ahead.

## **II. Identify constraints and recommend ways to minimize the impact of these constraints on the program**

Table 1 identifies the constraints on which PREP was based and connects them to their conditionality within PREP. Table 2 takes the areas specified within the conditionalities and indicates the action and scope of effort undertaken through the program. Review of these tables reveals that the key constraints are tied to conditionalities, giving them priority and attention, and demonstrates that activities have face validity in terms of the constraints they address. In other words, the design of PREP is rational, easy to follow, and clear in its implementation orders. The early history of PREP has been, accordingly, exemplary. If PREP could continue in this elementary and nurturing way, it



would presumably continue to be perceived as useful and supportive. It would be valued if only for its added resources to the system.

PREP presents a difficult case for an evaluation team. As well-put by a Ministry official, evaluators need to show the future to participants in the program. The future in international aid is that, within a program, the expectations will increase. In the case of PREP, policy and institutional goals are further complicated by the near future need for demonstrating People Level Impact. So, there are *external* constraints to continued funding. PREP needs to define itself in very careful and realistic ways or its future will be jeopardized, not by lack of progress (if present even in modest form), but by the very understandings of its possibilities. Throughout this evaluation, we argue for greater discussion and deeper consideration of the program rationale in all their detail. What will happen or is hoped will happen if 6% of the recurrent primary budget is spent on non-personnel costs? Unless this is analyzed by level of the organization, with all its relationships and implications taken into account, there is no way to identify *constraints to the program* or to later track attribution for PREP to any changes at the school or student level.

Internally, the major constraints to PREP are those identified at the beginning of the program. They represent nearly universal educational constraints. Although financial and resource deficits can be overcome by development funding, it is more usually the political, social, and institutional conditions that determine the future prospects of the program. Much of what has happened to PREP has been determined by events outside of its control (e.g., 3 ministers, 3 PMU directors, changes in key personnel, closer ties with a previously inactive and maligned GES). This is not unusual. Social change is inherently political, and foreign-assisted development programs are ill-equipped and/or unwilling to engage the emerging political agenda directly, if at all. The political context is stable in Ghana, but remains uncertain at the ministerial level (if recent history is taken into account). PREP's immediate efficacy depends upon stability and support.

After that, the key determinants are institutional weaknesses primarily involving PREP's ability to deal with longstanding inaction and inadequate linkages between Ministry units. The advised way to deal with these problems is to better understand the strengths and weaknesses of the components that are to be implementors or participants in the program. For example, the procurement of textbooks and their distribution have been totally reorganized by PREP, even after earlier attempts by a project to set up these elements. This same attention to detail is required from the warehouse to the classroom. It's not possible for an evaluation team to predict the barriers and difficulties that will be encountered in this particular context. The recommendation again is discussion and collaboration with the relevant individuals and units, as PREP has proceeded in the past.

PREP has overcome many political difficulties to establish a fine local technical assistance team that has endured many changes in its leadership (both within the program and within the Ministry). It has dealt with many complicated logistics problems, and continues to address the specific implementation difficulties that it faces day-to-day. This

has been done very well. The major constraint ahead, of which many are listed in sub-areas, is the likely resistance to take on those areas that have political implications (e.g., equity, decentralization, integration of PREP in the Ministry). PREP's response to this will depend upon local leadership, Mission support, and good technical advisors.

We conclude that (1) PREP has gained from recent political good fortunes and general improvement in the spirit of Ghana; (2) constraints have been addressed to date and considerable effort has been expended to keep PREP on track and effective; (3) the available information is presently inadequate for the complexity of the tasks that will face PREP; and (4) there is a clear need to articulate the program rationale that will guide program management in meeting these expectations and to carry this information across the levels and units that will be involved in PREP's activities. Most development projects fail because of their lack of integrative networks and broadbased support. PREP has a good beginning. We are merely reinforcing this activity. Sometimes this process is underestimated in importance and effort required.

### **III. Assess the level and quality of the policy formulation process and implementation**

In the section on evaluative findings, the report provides an assessment of policy formulation and implementation by examining the context in which policy making occurs. It also examines program initiatives, claims, and accomplishments in the area of *Equity Improvement Programs, Decentralization, and Monitoring and Evaluation*. Tables 7-12 summarize the findings.

The development of a policy and institutional framework to establish and carry forward educational reform in Ghana is a primary objective for PREP and for the continuation and sustainability of educational reform beyond PREP. At the mid-point, it can be said the framework for policy making and implementation is being constructed. There is some evidence to suggest that *policy reform* is underway. Indeed, equity improvement initiatives have been developed and implemented, components of the project implementation units have been integrated into the MOE, and limited managerial and operational tasks have been decentralized to the regional and district level. Data collection, including statistical information on student achievement, and information flow between the central, district, and school level have improved during PREP. At the same time however, there are a host of historical and political forces -- traditional informal methods of communication, data collection, information flow, and management behavior -- as well as changes in political and program leadership that have restricted the depth and strength of policy making and implementation for education reform in Ghana.

Additionally, although Non-Project Assistance (NPA) is designed to strengthen the overall capacity of the Ministry for sustainable reform, it is unclear whether the program conditionalities themselves are driving or substituting for policy articulation. Operationally, the PMU functions effectively in implementing program activities but their success is due,

in part, to their independent status within the MOE. The question can then be raised whether PREP, through a series of conditionalities, is contributing to strengthening the policy and institutional framework required for a sustainable education reform. We believe it is, however, improved efforts to establish policy formulating bodies within the MOE remain a key challenge for PREP to reach its EOP goals. We conclude that this is an important area of concern for the program and requires assistance to assess more thoroughly the organizational constraints and needs to set up the policy development mechanisms that will be required for sustained institutional action. The operational plan of PREP is large-scale and technically uninformed about the political, institutional, and financial constraints faced by Ministry units. Information is informal but not analyzed or handled as input to program strategy. We also conclude that some assistance may be needed in the actual set up of the institutional units. There are many historical and political pitfalls ahead. Unless the program deals with these issues in context, the impact is likely to be only superficial and rapidly decaying.

#### **IV. Assess the effectiveness of program management and monitoring**

One of the clear successes of PREP, highlighted throughout the evaluation report, is the effectiveness of program management to carry out specific program initiatives and activities. A tremendous amount of inputs, including procurement and distribution of instructional materials, provision of teacher training, and administration of Criterion Referenced Tests (CRT), have been infused into the education system. Table 2 highlights specific activities and levels of assistance provided by the PMU. Successful program management is due in part to the genuine partnership between USAID and the GOG, particularly through the efforts of the EHRDO and PMU leadership and their management capacity. The EHRDO serves as program facilitator and catalyst, while the competent PMU staff is responsible for all planning, management, supervision, implementation, monitoring, and commodity and service procurement under PREP.

The PMU did, however, encounter significant systemic constraints in the procurement of instructional materials, which resulted in delays in the distribution of textbooks and materials to district and school sites. In recognizing and overcoming initial obstacles to meeting program goals, the PMU, in concert with USAID, has demonstrated the resiliency and flexibility needed to effectively manage PREP. Under current leadership, the PMU is poised to continue to effectively manage program activities in support of EOP goals.

We conclude that program management has been effective. The area of *monitoring and evaluation* needs technical assistance, both in terms of the Mission selection of indicators and the overall analysis, setup, and use of data for PREP evaluation activities. The mechanisms are in place, but the data quality and level of application are inadequate for future needs. PREP has identified excellent personnel and molded a fine team of PREP coordinators. The infusion of technical advice (or even debate) from time to time would go a long way to further strengthen this effort.

**V. Critically review and evaluate the validity of program assumptions and appropriateness of program design**

The assumptions of PREP are those implicit in NPA. NPA primarily targets resource deficits in the national budget and assumes links between these financial elements and systemic activity. Adjustments in fund availability are presumed to create possibilities for activity and/or materials in those areas underfunded, which then in chained fashion effect changes in technical areas of educational endeavor. Tranches of foreign funds supplement the national coffers to make these allocations feasible without denying those needs that attracted the allocations away in the first place. The underlying development assumption is that progress is most likely when economic conditions are stabilized at a sufficient level to ensure the financial flow to set the stage for educational reform. Without such flow, the system becomes stuck and inactive. This is a highly rational model with great faith in the potential efficacy and responsiveness of government.

To guarantee this faith, conditionalities are set as benchmarks of compliance to ensure the flow of funds to the target areas and to substantiate activity in the areas of concern. If money is what is required, then the flow activates the area; if the area requires technical assistance or resources as well, then the program can provide assistance in that domain. PREP's conditionalities are matched by Ministry intentions and therefore presumably integrate program and Ministry development agendas. The two particular areas of concern for PREP are policy development and institutional development. The conditionalities focus the kinds of policies and the particular institutional components that require enhancing. An underlying assumption in this model is that policy and institutional capability will lead to relevant actions which will eventually flow on to other agencies within the Ministry and then on to the schools. Interventions are carefully measured, in PREP's case, through additional materials or short-term technical assistance. Most of the assistance organizing under the PMU is provided in country by a local TA team, an internal unit of the Ministry that operates much like an external project organization.

Table 3 indicates the monitored performance to date of project targeted areas. Taken at its face value, PREP has had enormous success. The same depth of success was not evident in field visits, but the reports reflect the cooperative environment within which PREP operates and to some extent validates the design of the program. Three notions not fully recognized in the program design are (1) the complexly organized nature of education systems, (2) the multileveled (nested) structure of educational ministries, and (3) the loose coupling that is endemic to educational units. NPA implicitly deals with organized complexity through its systemic view. In PREP, however, the information is not up to this task. The mechanisms are in place, and that may be considered a major achievement given the brief time that PREP has been operational. Problems cannot be isolated, and they do not go away even when addressed. The nested nature of educational units also introduces political and social complexities. Because these units are frequently loosely connected to each other, communication and cooperation are difficult. All of these notions imply the need for good information, both formal and informal, and the creation of mechanisms to

enhance collaboration throughout the system. This is a continual process. PREP is doing this to some extent, but the intended linkages need to be fully articulated and strategies more closely tied to the contextual realities. For example, textbooks now move to the districts and frequently to the schools. PREP realizes that the textbooks are not being used. The headmasters do not always distribute the books and even when available, it is clear that the textbooks are not usually used to great advantage. As these texts come to the end of their cycle, little attention has been paid to the quality of the texts (reading level is high) and the need to strengthen curriculum development capabilities to meet future needs. This is not to deny the substantial hurdles that PREP overcame to get to this point. It is merely an illustration that even more will be needed to connect students to this process and improve achievement. People-level impacts lie far in PREP's future. The policy and institutional framework is sparse and fragile. PREP has a hard road ahead.

We conclude that greater information is required, of a higher quality and better use, and that every effort should be expended to continue to collaborate with all facets of the system. The interrelationships are extensive and complicated. It is difficult to reactivate a network of units that has recently been unraveled. The design of PREP seems adequate for the early days of implementation. Our concern is that it seems ill-prepared for the complexities ahead. The program is a combination of elements tried in many other projects without consistent success. A combination of insiders and outsiders may provide the technical impetus to pass through these difficulties and redesign the program as it evolves. It is too early in the history of PREP, and too little useful information is available, to responsibly evaluate the NPA assumptions (except as we point out, PREP is a variant of NPA and may offer an interesting case history).

#### **VI. Evaluate program implementation strategies and action plans in terms of achieving program goals**

The major difficulty for PREP is the sparceness and inadequacy of its strategies and plans to impact on student achievement. This may even be an unrealistic expectation for PREP and for the Mission. PREP is attending to the policy and institutional framework; if it were successful in this effort, it would be a monumental achievement. The likelihood of impacting on schools and students during the life of PREP is very unlikely. At present the goal is unattainable, even under the most liberal of expectations. Table 3 slightly corrects the earlier expectations of the program (before the evaluation discussions) in terms of its impact on student achievement, but this remains overly optimistic.

One of the major accomplishments of PREP has been the development of the CRT. Testing can have both positive and negative effects and needs careful monitoring as process itself. The results of CRT are important to PREP as a basis for statements of People Level Impact in program evaluation. We are very skeptical of its usefulness in PREP I in this regard. PREP I is likely to be effective only in institutional and policy development, with school impacts in the future. One implicit assumption of the monitoring framework is that

textbooks will have instant impact because of the vast deficits faced by the system at the start of PREP. As we have argued, that assumption may be overly simplistic. Schools and teachers have to use these materials, use them wisely, and they have to be appropriate and relevant to students. These aspects appear problematic; PREP "knows" this and is taking action but impact still appears in the future. Our point here is that CRT has many other potentials, and we shall mention two here: (1) improving knowledge about regional, school, and classroom influences, and (2) diagnosis of problems in specific districts from a detailed assessment of the test information. PREP needs to prevent the use of the tests to rank-order schools or classes. Also, PREP needs to encourage other forms of assessment within the context of schools so that teachers become more reflective of their teaching practices and eventual self-improvement possibilities. In other words, PREP must remain aware of the limitations of the CRT, and it must also better exploit the power and potential of this information.

We conclude that PREP will need to focus on a specific district or (if resources permit) set of districts, with the explicit intent to move to scale as possible (perhaps in PREP II). PREP needs greater information and an efficient way to try implementation strategies. Strategies may, of course, differ across districts, but the process has to begin somewhere. Decentralization appears ceremonial at the moment, producing a more complex system which is already without resources. If it is to have positive consequences, the reform must engage the support and assistance of communities. The small pilot projects indicated that communities, even with scarce capital, will assist their schools when they see them as relevant. PREP has established goodwill in many areas. It can use that to begin the more difficult agenda it faces to make policies and institutional entities relevant to school activities and student outcomes. Our guess, for example, is that even if the texts find their way into the classroom, they are not appropriate for the target children. But the mechanisms will be in place for delivery and PREP can begin to work on the attitudes and habits of teachers and school leaders.

Table i, which follows, summarizes our recommendations for mid-term adjustments to PREP. Throughout the evaluation we emphasize the informational and interactional aspects of PREP that are critical to successful program implementation. Most development programs fail to attain their explicit targets. Their contribution is limited to increasing the "state" presence in peripheral development points; e.g., decentralization as planned will increase bureaucracy at the district level, but will it increase inputs and relevance within its local context? In the case of PREP, broadbased interventions (although small) have already greatly contributed to the attitude of progress (see Table 5). Since the early stages of a program set the tone for later interactions with the system, PREP is well-placed to contribute positively to the technical aspects of educational development.

Table i. Recommendations for Program Improvement - PREP/Ghana (Continued)

Recommendation	Constraint Addressed	Output
Focus on District Level (Continued).	<p><i>Evaluation inadequacies.</i> The evaluations carried out to date as part of the process of implementation are inadequate as a basis for program improvement. These may improve if better focused, which a district analysis would require.</p> <p><i>Institutional inadequacies.</i> There is no body of expertise besides PREP for technical assistance. We recommend UCC development as a possibility. Also, strengthen evaluation unit in Ministry by institutionalizing PREP unit. Just as an appropriate macro-economic climate is necessary for successful reform, so also is it necessary for effective institutional capability to create and sustain reforms. NPA is intentionally systemic. Institutional development targets are not presently part of the PREP action plan and they need to be.</p> <p><i>Lack of institutionalized policy development mechanisms.</i> The Ministry has gone through many changes and is still evolving. At the moment, it is hard to see which mechanisms outside PREP will handle long-term policy development.</p>	<p><i>Specific tests of interventions and support in targeted district(s).</i> Emphasis would be tests with limited resources; these would not be exemplars in terms of massive infusion of inputs, but would focus on how to operate without such infusions. Improved evaluations.</p> <p><i>Local technical assistance</i> available. Capability increased through experience on "evaluation" teams and formal training.</p> <p><i>Greater decentralization realized.</i> Develop and revitalize district offices. There are many problems here. Continue integration of PREP into Ministry and support activities of district offices within the scope of PREP.</p> <p><i>Minimum set of district-level indicators.</i> The values on the indicators are not as important to district assessment as the use to which they are put and the kinds of decisions and actions taken as a result of this information.</p> <p>Technical assistance in organizational development may be required to assess the organizational needs and assist in building linkages between existent units. <i>Plan for the development of needed policy development mechanisms.</i></p>

Table i. Recommendations for Program Improvement - PREP/Ghana

Recommendation	Constraint Addressed	Output
<p>Increased articulation and elaboration of the intentions and expectations of the conditionalities.</p>	<p><i>Complexly organized problem set</i> of education reform. Because educational problems are highly interrelated, they cannot be isolated; in fact, this is one of the reasons for NPA and its systemwide focus.</p> <p><i>Multilevel interventions.</i> Education is inherently nested: students within classes, classes within schools, schools within communities, communities within districts, etc., plus the levels of the Ministry and its various agencies. Plans must address all levels.</p> <p><i>Loose coupling.</i> Educational entities are loosely coupled to each other. Actions in one area are not dependent or necessarily complementary to actions and needs in another one. Connections are usually assumed in reform efforts; they cannot be taken for granted.</p>	<p>For any specific intervention, all facets of its impact should be articulated. <i>Consultative meetings</i> would be useful to ensure that everyone adopts the strategy and to <i>provide a wider perspective on its possible implications</i>. This is important process evaluation information.</p> <p><i>Plans for an intervention should include all levels of implementation.</i> For example, the textbook effort is viewed from one level only. Thus, it will fail in the long run, as did the World Bank's previous effort, unless the multilevel requirements of the intervention are attended to.</p> <p><i>Detailed assessment of program rationale</i> that makes explicit the kinds of linkages expected or hope for. Key linkages should be spelled out in additional mutually agreed upon covenants.</p>
<p>Focus on District level. (Later expansion to scale as the implementation details emerge).</p>	<p><i>Information deficit.</i> The program lacks the necessary implementation information to support the proposed interventions. This is risky and increases the likelihood of failure. Tests of strategies at district level with more intensive examination of the process and material problems needed.</p>	<p>Take constraint analysis to district level; create "experiments" to improve the use of textbooks and classroom instruction. Out of these efforts, <i>strategies should emerge for PREP II</i>. There is insufficient information available at present to properly plan PREP II.</p>



Table i. Recommendations for Program Improvement - PREP/Ghana (Continued)

Recommendation	Constraint Addressed	Output
Better use of CRT information.	<p><i>Complexly organized system of problems.</i> The CRT data set is a valuable source of information that is presently underutilized. PREP needs to study institutional levers for effecting People Level Impact. NPA is by design systemic; the levers may differ per context and little information is available for Ghana.</p> <p><i>Information deficit.</i> Use the information from CRT to better target school development efforts as well as for evaluative purposes. This may also assist in spelling out the curriculum development needs (an area that needs assistance).</p>	<p><i>New ideas and better informed hypotheses about program interventions and supports.</i> The textbook effort is well underway. It had been previously accomplished under World Bank project, but CRT information confirms that textbooks are not enough.</p> <p><i>Research reports.</i></p> <p><i>New inservice training plan.</i> Using the research report information, better ideas should emerge about the exercise of inservice training. This dovetails with the district focus as well. Inservice is essential, but the current strategy appears less optimal than better targeted efforts might be.</p>
Rethink small Equity Improvement Projects.	<p><i>Equity.</i></p> <p><i>Access.</i></p>	<p><i>New plans</i> that incorporate what has been learned. This should dovetail with district level focus. Better information on equity and access problems, as well as community involvement, may emerge from detailed assessment of specific centers. The intentions and expectations should be made explicit.</p>

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## **VII. Preliminary recommendations for PREP II**

Although it is too early to identify the full impact of program initiatives under PREP, the mid-term evaluation findings might provide useful information for future education development programs in Ghana, particularly the potential PREP II. We fully support the continuing commitment to Ghana's educational development. The support received by PREP I from the Ghana Ministry of Education highlights the excellent relationship between USAID and the government. Below are some general lessons learned. Table ii, which follows, provides recommendations for future projects built on program accomplishments by PREP.

### *General Lessons for Future Programs/Projects*

- Leverage by conditionality at the systemic level works, but is not a sufficient strategy for educational reform. The full development agenda is not covered by resource deficits, a fact recognized by the Mission but perhaps overemphasized in PREP I.
- Education systems must learn from experience. There is weak evaluative capability. There are few connections between activities, monitoring, and financial evaluation.
- Political decisions and leadership are keys to sustainability.
- Using systemic constraints as a starting point for program assistance appears to be a good idea. The infusion of inputs tests the hypothesis of resource deficit versus technical deficit.
- Investments at one level rarely lead to contributions to another because the education sector is loosely coupled and sometimes uncoupled. Little passes from one institution to another, and institutions cover their own needs so that they are not affected by these gaps in communication and coordination.
- Effective interventions are marked by communication, broad negotiations, flexibility, and patience.
- External technical assistance is most useful in terms of acting as a catalyst for otherwise unconnected agents and activities.
- Do things better not new things. A first strategy may emphasize immediate improvements in process rather than new processes and technology.

**Table ii. General Recommendations for Future Programs/Projects**

1. Continuation of policy and institutional development within the MOE, with greater attention to the detail of mechanism development and linkages between policy and action units. Articulate the relationship of policy to each level of administration including implications for schools and teachers.
2. Focus on district level, as part of the decentralization operationalization. Help the district offices assemble their policy frameworks and documents. Develop and revitalize district resource centers to provide local venues for inservice training and professional development, if the district analysis suggests this as a relevant strategy. Work with collaborative groups in the district and school, and involve teachers and community members in operational planning as much as possible.
3. Develop systems and mechanisms for improved use of data and information. Consider establishing development communication (two-way information campaigns) programs in the district. Collect better information, use what is available in more probing ways, and share the information widely for discussion and self-correction. Consider building up the strength and capacity of UCC.
4. Provide districts with resources to carry forward educational reform. Bring District Education Officials into the policy making and reform process. Although there is considerable concern about district "power centers" and potential poor use of resources, the reform needs some bottom-up communication and support.
5. Continue disaggregation of achievement test information by subscales and by District. Use this information to better target school development efforts and in the assessment of strategies over time. Complement the achievement information with other educational data to suggest strategies for implementation and target constraints and problems at the school level. The pilot projects would provide a useful frame.
6. PREP II development should be widely collaborative. A great deal of information is needed to plan PREP II carefully. Although there never is enough information in some sense, PREP I has not effectively dealt with the information that is available and therefore has not pressed for further detail or deep analysis. There is considerable expertise on the PREP team; politics can sometimes limit scope and effort. This may be an area where an external consultant, guided by PREP, could help lay out a set of studies and analyses that would better inform the evolution of the program -- these need to include cultural and social variables as well.
7. The Ministry has undergone vast changes over the past few years and more changes are likely. Organizational considerations will be very important to the future of PREP and other reform programs. PREP should assist these endeavors as much as possible. This is critical to the purpose of PREP.
8. One of the key problems is the finance and accounting capability. Improved financial management across the Ministry is needed to contribute toward institution building and sustainability. Even the PREP reports had to be farmed out to public accounting firms. And tracking of the finances has not been easy.
9. Increased coordination with other donors and other units on inservice training would provide more efficient use of limited resources. The present inservice scheme is inappropriate and ineffective; a better plan is needed.

## INTRODUCTION

The Ghana Primary Education Program (PREP) is supported with a US\$35 million USAID sector grant designed to strengthen the policy and institutional frameworks required to improve the quality, accessibility, equity, and financial sustainability of the primary education system (levels 1 to 6) in Ghana by the year 2000. PREP addresses key economic, financial, institutional, and social constraints to improving Ghana's primary education system in three principal ways. First, it leverages policy and institutional reform through conditionality on disbursement of a US\$32 million cash grant (US\$30 million to Ghana and 6.25% or US\$2 million to the USAID Trust Fund). Second, local currency generated through the auction of dollars is programmed to supplement the primary education budget, funding urgent short-term needs in areas such as procurement of textbooks, teacher's inservice and preservice training, and pilot equity improvement activities. Third, PREP provides limited project funding (US\$3 million; Project Grant Agreement No. 641-0120) for technical assistance, training, studies, evaluations, financial assessments, and financial management reviews.

In general, PREP's dollar funds also support Ghana's Economic Recovery Program (ERP) by increasing the amount of foreign exchange available through the auction of the US\$ grant. The Program Grant Agreement was signed 18 July, 1990 (USAID Program Grant Agreement No. 641-0119) and is scheduled to close 17 July, 1995. To date, the first three sets of conditionalities (CP=conditions precedent to disbursement) have been met as per the following schedule:

First tranche based on CP 1.1-7	US\$4 million	Disbursed January, 1991
Second tranche based on CP 2.1-4	US\$7 million	Disbursed January, 1992
Third tranche based on CP 3.1-7	US\$8 million	Disbursed January, 1993
Fourth tranche based on CP 4.1-6	US\$8 million	Review November, 1993
Fifth tranche based on CP 5.1-6	US\$5 million	Review November, 1994

The conditionalities relate to educational financing, policy and plan creation, and program implementation.

### Constraints and Targeted PREP Conditionalities

PREP is programmed to address the core set of problems hindering system development and operation, rather than directly addressing educational technical issues in development and presentation of the primary instructional program. The USAID Basic Education Sector Review Update identified about 50 significant constraints to improved primary education. Key constraints are targeted by PREP conditionalities on the disbursement of USAID grant funds to allow the responsibility of action to lie within the Ghanaian education system, but requiring periodic joint review of the extent to which these adverse conditions are addressed for the continuation of external funding. Reform is thus supported by funds and leveraged by conditionalities. Technical assistance inputs are limited

to less than 9% of the total allocation for PREP, and even these inputs are largely supportive functions (like financial assessments/reviews, study tours to USA, and short-term consultancies).

The menu of activities for PREP was derived from the Ghanaian representation of needs at the 1986 Social Sector Coordinating meeting in Vienna and later outlined in the PREP project concept paper prepared in 1989 and followed up by project planning procedures, as organized by USAID. Because PREP was essentially designed and operationalized by the Ghana Ministry of Education during the policy reform era of EDSAC I, and USAID reviews have generally agreed with its basic structure and assumptions, PREP reflects a shared view of the best set of investments for primary-level educational improvements. This evaluation provides an opportunity for reflection on the appropriateness and effectiveness of the various initiatives undertaken over the last couple of years to address the adverse pressures on primary education reform.

Table 1 outlines the major constraints of the primary education system and the targeted PREP conditionalities. The set of constraints are, of course, highly interrelated to each other and subject to external influences from the general Ghanaian economic and political context. Activities within PREP are tied to meeting the conditionalities. Similarly, they are complexly organized and represent a subset of initiatives undertaken by the Ministry of Education (MOE) to improve the primary education program. Although we view them out of context to simplify the description of PREP, the interdependencies and cross-influences must be considered in the evaluation of the collection of proposed targeted contributions.

### **Program Components and Monitoring Activities**

The need for educational reform in Ghana was recognized in an education commission report as early as 1973, but significant adjustment measures had to await both the initiation of PNDC Law 42 (1983), which modified and reinforced the Education Act of 1961, and the results of the Economic Recovery Program (ERP), also begun in 1983 in coordination with the IMF. By 1986, the government was able to provide some stationery, library books, essential supplies, and textbooks for the system through an emergency Health and Education Project (Cr. 1653-GH). In 1986, a comprehensive educational reform program was designed, and after much debate and discussion, was introduced in 1987 with major support through EdSAC I (Education Sector Adjustment Credit I; Cr. 1744-GH). PREP was designed to build on the structural improvements gained under EDSAC I and those planned for EdSAC II (Cr. 2140-GH). EdSAC I and II funds are intended for training, textbooks and other materials, essential classroom supplies, supplementary readers for P4-P6, travel and pay for the circuit monitoring assistants of PBME, the erection of classrooms, supervision and school pavilions. The PREP program is functionally related to World Bank projects by design and organizationally related through shared management in the Projects Management Unit (a CP of the first disbursement).

*Table 1. Major Constraints and PREP Conditionalities (Continued)*

Constraint	Conditionality
<b>Institutional Constraints</b>	
<ul style="list-style-type: none"> <li>• High personnel costs relative to financial base.</li> </ul>	See CP 3.4.
<ul style="list-style-type: none"> <li>• Lack of employee incentives.</li> </ul>	No conditionality.
<ul style="list-style-type: none"> <li>• Lack of accountability.</li> </ul>	CP 4.5 Evidence that MOE decentralization policy has been implemented.
<ul style="list-style-type: none"> <li>• Overcentralization, resulting in slow decision-making, lack of field level input, and a generally lethargic system.</li> </ul>	As above.
<ul style="list-style-type: none"> <li>• Shortage of personnel in key administrative positions.</li> </ul>	Special Covenant 6.3.3 (PMU integration) CP 2.3 Evidence an AID-approved primary education training program is in operation.
<ul style="list-style-type: none"> <li>• Poor MOE communications and transportation system.</li> </ul>	Some transport programmed.
<ul style="list-style-type: none"> <li>• Untrained and unqualified personnel, especially teachers, headteachers, supervisors, and inspectors.</li> </ul>	CP 5.5 Evidence that 90% of primary school teachers trained to minimum teaching standards. ODA assistance.
<ul style="list-style-type: none"> <li>• Lack of comprehensive training plans.</li> </ul>	See above.
<ul style="list-style-type: none"> <li>• Insufficient management capacity at both central and field levels.</li> </ul>	See above; CP 1.6 Plan to restructure PMU to include coordination of the implementation of PREP.
<ul style="list-style-type: none"> <li>• Weak planning, evaluation, monitoring, and reporting capabilities, especially data collection and processing.</li> </ul>	UNESCO/UNDP project completed in PBME.
<ul style="list-style-type: none"> <li>• Significant shortages of basic equipment and supplies.</li> </ul>	Some equipment and supplies programmed under PREP.
<b>Social Constraints</b>	
<ul style="list-style-type: none"> <li>• Pervasive poverty.</li> <li>• Exodus of significant numbers of trained and highly qualified teachers led to recruitment of untrained primary teachers, lowering teacher prestige.</li> </ul>	No conditionality. PREP supports ERP. No conditionality.
<ul style="list-style-type: none"> <li>• Traditional views, as well as geographical factors.</li> </ul>	CP 4.6 Evidence that an Equity Improvement Policy is being implemented.

*Table 1. Major Constraints and PREP Conditionalities*

Constraint	Conditionality
<b>Economic and Financial Constraints</b>	
<ul style="list-style-type: none"> <li>Limited GOG allocation to education sector (3.4% GDP in 1989).</li> <li>Limited expenditure for primary education (38% of recurrent budget), and minimal gap between budget and expenditures (6%).</li> </ul>	<p>No specific conditionality; growth expected to permit higher levels of real spending on education during PREP.</p> <p>CP 1.7 MOE plan for disaggregation of primary school budget and expenditure data.</p> <p>CP 2.2 Primary education share of 1991 recurrent MOE budget not less than 1989 level.</p> <p>CP 3.2-3 Primary education share of 1992 recurrent MOE budget not less than 1989 level, and expenditures consistent with 1991 budgets.</p> <p>CP 4.2-3 Primary education share of 1993 recurrent MOE budget not less than 1989 level, and expenditures consistent with 1992 budgets.</p> <p>CP 5.2-3 Primary education share of 1994 recurrent MOE budget not less than 1989 level, and expenditures consistent with 1993 budgets.</p>
<ul style="list-style-type: none"> <li>Major imbalance in allocation of resources between personnel and non-personnel costs.</li> </ul>	<p>CP 3.4 Evidence of MOE policy and plan to increase the percent of the MOE recurrent primary education budget spent on primary teaching materials, excluding donor funding, to 6% no later than 1993.</p> <p>CP 4.4 and CP 5.4 continue tracking materials expenditure.</p>
<b>Policy Constraints</b>	
<ul style="list-style-type: none"> <li>The most important policy needs are:               <ol style="list-style-type: none"> <li>(1) affirmation of an adequate revenue base for primary education in relation to overall MOE financial resources;</li> <li>(2) explicit specification for a proportional increase in primary school materials expenditures;</li> <li>(3) policy on primary school teacher qualifications;</li> <li>(4) MOE decentralization policy;</li> <li>(5) employee incentives policy;</li> <li>(6) system cost-recovery policy; and</li> <li>(7) system-wide equity improvement policy.</li> </ol> </li> </ul>	<p>See above.</p> <p>See above.</p> <p>No conditionality.</p> <p>CP 3.5-6 Evidence that MOE decentralization policy and plan has been approved by the MOE.</p> <p>No conditionality.</p> <p>Special Covenant 6.3.2.</p> <p>Special Covenants 6.3.4.1-5 &amp; 6.3.5; and</p> <p>CP 2.4 Evidence that pilot program for system equity improvement started by MOE.</p>

*Table 1. Major Constraints and PREP Conditionalities (Continued)*

Constraint	Conditionality
<b>Social Constraints (Continued)</b>	
<ul style="list-style-type: none"> <li>• General illiteracy.</li> </ul>	<p>CP 3.7 Evidence that criterion-referenced tests (CRTs) have been developed and approved.</p> <p>CP 5.6 Evidence that CRTs have been administered to at least 80% of P6 students and results published.</p>
<ul style="list-style-type: none"> <li>• Lack of role models, especially for girls and rural children.</li> </ul>	See CP 4.6.
<ul style="list-style-type: none"> <li>• Lack of incentives for students to do well in school.</li> </ul>	No conditionality; textbooks and materials will be available under PREP.

**Notes:**

There are additional conditions precedent (CP) that are not directly tied to specific constraints.

1. CP 1.1-5 Signatures and account numbers for the release of funds.
2. CP 2-5.1 Receipt of primary education budget and expenditure data to allow independent financial assessment for each year of the agreement.

There are additional Special Covenants 6.1-3 relating to provision of reports and information to USAID.

**Sources:**

Ahadzie, W. (November, 1989). *Institutional and Policy Assessment of Primary Education in Ghana*. Accra: USAID/Ghana.

AID Grant No. 641-0119. (July, 1990). *Program Grant Agreement Between the Republic of Ghana and the United States of America for Primary Education*.

Twumasi, P. (November, 1989). *Primary School Education in Ghana: Social Constraints Assessment*. Accra: USAID/Ghana.

USAID/Ghana. (May, 1990). *Program Assistance Approval Document for Ghana Primary Education Program (PREP), No. 641-0119*.

USAID/Ghana. (December, 1989). *Ghana Education Sector Review Update*.



*PREP Areas of Assistance, Activities, and Levels of Assistance*

Project implementation is undertaken by the PMU/PREP Unit. This unit is made up of locally seconded and contracted educationists. The tasks include planning, implementation, and monitoring of PREP designated activities. Although the key feature of PREP is the supplementary financial assistance, the conditionalities target substantive areas of assistance. Within these areas, the menu of activities is suggested by the program design, but options are available as the situations unfold. The primary substantive activities entail textbooks, training, and equity incentive initiatives. Table 2 outlines the specific topic areas, particular activities, and a brief note on the level of assistance provided to the education system at the mid-term of the program. Penetration in the system is deep in textbooks and training, and exploratory in equity pilot projects.

*Monitoring*

A key feature of PREP is the extensive monitoring of system status undertaken by both the MOE and USAID. The monitoring tracks objectively-verifiable indicators. Table 3 presents the current status, as documented by USAID from information provided by PREP and the Planning, Budgeting, Monitoring, and Evaluation Department (PBME) of the MOE. The USAID/Ghana Mission has developed a detailed glossary of their tracking system.

Table 2. PREP Areas, Activities, and Levels of Assistance (Continued)

Area of Assistance	Particular Activity	Mid-Term Assistance Level
<i>Equity improvement policy in place and program being implemented.</i>	<p>Pilot Projects:</p> <ol style="list-style-type: none"> <li>1. Scholarships for Girls.</li> <li>2. Community Involvement: Awards to deserving parents, teachers, and pupils.</li> <li>3. Furniture for Schools.</li> <li>4. Basic Learning Materials for P1-P6 for Schools.</li> <li>5. Remote Area Incentive Package.</li> <li>6. Increased Retention Competition.</li> <li>7. School Library.</li> <li>8. Remote School Housing.</li> </ol>	<p>Budgeted at US\$5 million for LOP.</p> <ul style="list-style-type: none"> <li>• Schools = 4; 91/92 Awards = 357; 92/93 Awards = 492.</li> <li>• Districts = 4; Schools = 4.</li> <li>• Schools = 5.</li> <li>• Schools = 4.</li> <li>• Schools = 6; Motorbikes = 6; Bicycles = 30.</li> <li>• Districts = 5; Schools = 21.</li> <li>• Schools = 11; P5 Books = 150; P6 Books = 150.</li> <li>• Headteacher houses = 15.</li> </ul>
<i>Teacher Preservice and Inservice.</i>	<p>Supplied 25-50 primary textbooks and teacher handbooks, and 25 copies of 9 syllabuses to 38 Teacher Training Colleges. Set up Dept. of Educ. for Primary Teaching Methods at UCC.</p> <p>Inservice training sessions:</p> <ol style="list-style-type: none"> <li>1. Teaching of English Course for Primary 4 Teachers. (1991)</li> <li>2. Teaching of Maths and Science for Primary 6 Teachers. (1991)</li> <li>3. Teaching of Maths and Science for Primary 2 and 3 Teachers. (1993)</li> </ol>	<p>Budgeted at US\$8 million for LOP.</p> <ul style="list-style-type: none"> <li>• Four staff assigned at UCC.</li> <li>• Trainers = 369; Participants = 8,852; Duration = 9 days.</li> <li>• Trainers = 422; Participants = 9,276; Duration = 12 days.</li> <li>• Trainers = 561; Participants = 16,047; Duration = 9 days; Others (untrained teachers = 1,224; DEOs, private school teachers, CSs, and CMAs = 776).</li> </ul>

Table 2. PREP Areas, Activities, and Levels of Assistance

Area of Assistance	Particular Activity	Mid-Term Assistance Level
<p><i>Decentralization of MOE.</i></p>	<p>MOE and GES restructured as per Indome Report.</p> <p>Syllabuses supplied to REO, DEO, and Circuit Supervisors. Training sessions targeting districts, circuits, and schools:</p> <ol style="list-style-type: none"> <li>1. Workshop on management and administration for primary school Headteachers. (1992)</li> <li>2. Orientation and training course for newly appointed Circuit Supervisors. (1992)</li> <li>3. Orientation and training on CRT for Circuit Supervisors. (1992)</li> <li>4. Workshop on Housing and Library Projects/Equity Improvement Project for Dist. Secr, Dist. Dirs., Presiding Members, Headteachers, and Teachers. (1992)</li> <li>5. Workshop for District Textbook Officers. (1993)</li> <li>6. Workshop and training on CRT for Circuit Supervisors. (1993)</li> <li>7. Workshop on implementation of EIP pilots for Dist. Chief Execs, Dist. Dirs., Presiding Members, Assemblymen, Headteachers, Teachers, and PTA. (1993).</li> <li>8. Workshop for newly appointed Dist. Dirs. of Education. (1993)</li> </ol>	<p>Budgeted at US\$4 million for LOP.</p> <ul style="list-style-type: none"> <li>• Trainers = 557; Participants = 10,915; TOT = 7 days; Duration = 6 days.</li> <li>• Trainers = 38; Participants = 233; Duration = 8 days.</li> <li>• Trainers = 5; Participants = 233; Duration = 8 days.</li> <li>• Trainers = 10; Participants = 129; Duration = 4 days.</li> <li>• Trainers = 6; Participants = 118; Duration = 8 days</li> <li>• Trainers = 5; Participants = 230; Duration = 13 days.</li> <li>• Trainers = 10; Participants = 249; Duration = 5 days.</li> <li>• Trainers = 23; Participants = 16; Duration = 5 days.</li> </ul>

*Table 2. PREP Areas, Activities, and Levels of Assistance (Continued)*

Area of Assistance	Particular Activity	Mid-Term Assistance Level
<i>Curriculum-Based Testing.</i>	CRT tests in English and Mathematics for Primary Six to serve as baseline for the later assessment of the reform.	Budgeted at US\$1 million for LOP. <ul style="list-style-type: none"> <li>• Systematic samples of 452 ('92) and 490 ('93) schools; over 11,000 pupil records.</li> </ul>

**Sources:**

Adu, J.K. (October, 1993). *Criterion-Referenced Testing in Mathematics and English for Primary Six*. Accra: PREP.

Bennett, J.W. (October, 1993). *Report on Logistics Under Tranches I, II, & III*. Accra: PREP.

Haldane-Lutterodt, C. (October, 1993). *PREP Implementation Review, 1990-1993*. Accra: PREP.

Hammond, R. (September, 1993). *Training Programmes Under Tranches I, II, & III*. Accra: PREP.

Manu, S.Y. (October, 1993). *Equity Improvement Programme (EIP)*. Accra: PREP.

Unknown Author. (September, 1993). *Status Report on Decentralization*. Accra: PREP.

Table 2. PREP Areas, Activities, and Levels of Assistance (Continued)

Area of Assistance	Particular Activity	Mid-Term Assistance Level
<i>Teacher Preservice and Inservice (continued).</i>	4. Teaching of Life Skills Course for Lower Primary Teachers. (1992)	<ul style="list-style-type: none"> <li>• Trainers = 596; Participants = 24,927; Duration = 20 days; Others (untrained teachers = 2,596; DEOs et al. = 1,786).</li> </ul>
	5. Teaching of Life Skills Course for Upper Primary Teachers. (1993)	<ul style="list-style-type: none"> <li>• Trainers = 901; Participants = 22,313; Duration = 9 days; Others (untrained teachers = 3,414; DEOs et al. = 1,150).</li> </ul>
<i>Projects Management Unit.</i>	Program management, to parallel activities under EdSAC I and II.	<p>Budgeted at US\$2 million for LOP.</p> <ul style="list-style-type: none"> <li>• Reorganized under MOE Circular No. MIN/HS/93/02 of 19 April '93; meets Covenant of PREP.</li> <li>• Logistics and Inservice moved to GES.</li> <li>• Procured vehicles, typewriters, filing cabinets, stationery, and office desks/chairs for PMU.</li> </ul>
<i>Textbooks, Teacher's Guides, and Syllabuses.</i>	Reprinting books through local printing companies, as well as distribution of school logistics.	<p>Budgeted at US\$10 million for LOP.</p> <ul style="list-style-type: none"> <li>• Delivered: Approx. 2 million texts and teacher's guides; about 0.5 million syllabuses; and over 65,000 teacher's notebooks; plus other essential classroom materials.</li> </ul>

**Table 3. Program Strategic Objectives and Performance Indicators for PREP**

Indicator	Baseline	1991	1992	1993
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**Strategic Objective: Improve the quality of Primary Education.**

% P6 Children passing English Curriculum-Based Test	Boys = 28% Girls = 25%		Base	Not Available
% P6 Children passing Math Curriculum-Based Test	Boys = 24% Girls = 19%		Base	Not Available

**Target 1: Improved qualifications of primary school teachers.**

% of primary school teachers trained to minimum standards	(1989) 51%	66%	84%	Not Available
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**Target 2: Improve access in the Northern, Upper East, and Upper West Regions.**

% eligible girls:	(1989)		Not Available	Not Available
Northern Region	30%	41%		
Upper East	31%	39%		
Upper West	32%	37%		
% eligible boys:	(1989)		Not Available	Not Available
Northern Region	58%	60%		
Upper East	52%	52%		
Upper West	46%	45%		

**Table 3. Program Strategic Objectives and Performance Indicators for PREP(Continued)**

Indicator	Baseline	1991	1992	1993
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**Target 3: Increased availability of educational material.**

% primary students with textbooks	(1989) 10%	21%	50%	71%
% primary teachers with instructional materials	(1989) 10%	21%	50%	65%

**Target 4: Increased management capacity at district level.**

% district education officers hired and trained	(1989) 10%	72%	72%	81%
% circuit supervisors hired and trained	(1989) 0	Not Available	94%	93%

**Source:**

USAID/Ghana. (1993). *Strategic Objective 3: Baseline, Expected Results, and Actual Results*. Unpublished document of the Mission monitoring system for annual API (excerpt from larger report).

## Probing the Logical Framework

Program evaluation entails value statements that have pragmatic implications for "managing" the emergence or evolution of the program. The point is not just to say some activities are "good" or "not so good," but rather to convey new information about the network of values so that underlying program dynamics are revealed and better understood. By illuminating the programmatic environment, statements about the "mix of inputs," investment policy considerations, programmatic emphases, resource allocations, and outcome expectations carry deeper meaning and enrich the managerial potential of the program. Because educational problems and issues are complexly organized, they must be managed in context, and evaluation serves the feedback and reflection functions of management.

Although evaluation is unlikely to lead directly to new decisions or provide infallible guides to immediate choices among options, it is intended to contribute to long-term goal achievement by highlighting or encouraging those conditions that seem necessary for program accomplishments (that is, by analyzing current status and by suggesting guides to future action to fine tune the program to its goal), or it must set the stage for goal reinterpretation or modification because it concludes that the goal is flawed or less valuable than some other target for the program.

The goal of PREP, specified in the *Logical Framework* (see Appendix A), is:

*To establish a quality, accessible, equitable, and financially sustainable  
Ghanaian primary education system by the Year 2000.*

Activities within the program are intended:

*To strengthen the policy and institutional frameworks  
required to assure a  
quality, accessible, equitable, and financially sustainable  
Ghanaian primary education system.*

The preconditions for goal attainment are strong *policy* and *institutional frameworks*. There is a presumed connection between the establishment of these frameworks at certain prescribed levels and the probability of attaining the outcomes of

- **Quality** = ability of the system to achieve desired learning goals
- **Accessibility** = availability of the system to all children in a target age group



- **Equity** = equal access to educational resources
- **Financial Sustainability** = ability to maintain a given level of quality for the education system with available financial resources

The intention of the evaluation is to probe the linkages between these stated preconditions and the hoped-for outcomes by qualitative and quantitative analyses of the program rationale. In the explication of the program, the kinds and quantities of the ingredients for accomplishment are provided, based on the initial context for program implementation. Both the context and resources continually change in development programs, so monitoring and fine-tuning are important aspects of the management of program implementation.

PREP is a very carefully laid out prescription for reform of the Ghanaian education system so that the system will regain its former highly valued status in the country and region, and accordingly contribute to Ghana's resource potential for development. Because PREP has been in existence for just over two years, the program goal lies in the future. Attention in the evaluation is given to interim benchmarks that indicate progress consistent with that goal.

#### **Specific Purposes of the PREP Mid-Term Evaluation**

In order to serve the needs of management (and these are diverse in PREP -- namely, MOE, GES, MFEP, USAID, and other donors), the purposes of the evaluation must be spelled out to indicate the scope of the effort. No single evaluation can answer all the critical uncertainties of any development effort, and PREP is a complicated set of initiatives operationalized through conditionality. This mid-term evaluation is recognized to be just one part of the monitoring process for policy and institutional reform; and it is in that spirit -- recognizing the limitations of short-term observations -- that this evaluation is presented. The purposes of the evaluation are specifically

- to assess the level and quality of policy formulation and implementation
- to assess the level and quality of institutional development to promote and sustain educational improvement
- to review progress in plans and products for program conditionality
- to recommend courses of action or changes in present activities that result from policy, institutional, financial, or social/cultural constraints
- to clarify program intents and assumptions in order to assess their contextual validity and appropriateness

- to review the program design and comment on the mix of activities that comprise the design
- to elucidate attitudes and social constructs about PREP that bear relevance to the conceptualization of the program and its implementation
- to assess the effectiveness of program management and monitoring

These purposes invite a wide range of possible evaluation activities and reports. For this mid-term review, the evaluation is structured in terms of the *Logical Framework* program-purpose in order to better delimit the scope of work. The program-purpose states the main argument of the intervention and has been the focus for the macro-management of this program assistance by USAID. As indicated above, the argument takes this form:

*Strong Policy and Institutional Frameworks  
yield the outcomes of  
Quality, Accessibility, Equity, and Financial Sustainability*

The evaluation attempts to articulate the linkage between the actual interventions and the eventual long-term outcomes, as viewed from a little over two years of program experience.

In line with the *purpose* emphasis of PREP, the evaluation was cast at this higher level of analysis. Program audits have been regularly carried out by the PREP staff and checked by the USAID/Mission personnel. The evaluation did not repeat that exercise, except as relevant to the accomplishment of the PREP purpose. The evaluation report is organized around topic headings that pertain to the policy and institutional frameworks of the program:

- Financial and Policy Considerations
- PREP Programming for Institutional Development
- People Level Impact (achievement testing)

Analyses of these intervention foci is complemented by the assessment of the program management and monitoring approaches, where relevant. The various purposes of the evaluation are addressed in each of the sections of the report.

### *Structuring the Program Rationale*

Evaluation has been described as involving two countenances: description and judgment. In development interventions, a program consists of a network of hypotheses (outlined in the *Logical Framework*). Evaluation must describe the network and judge the value of its constituents and its linkages. The network reflects the interrelationships that exist among program components. For example, the policy to increase expenditure on

materials is closely tied to the institutional requirements that these materials find their way to classrooms with qualified teachers and that the pupils can be tested to assess achievement resulting from the use of these materials. The evaluative description probes more deeply into the procedures surrounding expenditures on materials, the kinds of materials, the staff development and training of teachers, and the testing infrastructure for curricular assessments. Additionally, once the hypothesis network is understood, the linkage between the resulting policy/institutional frameworks and the strategic objective to improve the quality of primary education can be evaluated. In the first case, we are describing the mix of interventions and their quality; and in the second case, we are assessing the criticality and appropriateness of the mix for the accomplishment of the quality objective.

Our methodology consisted of various interview, observation, and document assessment approaches that laid out the essential arguments of PREP. These argumentative forms described the structure of PREP initiatives in terms of their claimed progress. As a set, the forms expose the program rationale; that is, if we do this, then this will occur. The evaluation then focused on the relationship of claimed progress to the intended standard at the end of the project (EOP) and the attribution of that progress to PREP activities in the policy and institutional arenas. The specific form of our probe was:

***EVIDENCE --- supports --- a CLAIM***  
*that a particular intervention leads to an EOP Standard*

- . . . . *because* there is an implicit or explicit **JUSTIFICATION** for the linkage between the selected data and the particular claim,
- . . . . *but* there is one or more **REBUTTAL** to the claim,
- . . . . *so* the linkage is stated with **QUALIFICATION**.

These argumentative forms served as the basis for the evaluation. We searched for the claims of accomplishment in the program, then traced these back to their supporting evidence, while judging the quality of the information and the credibility of the linkage. Claims may be qualified to suggest the extent of linkage between data and claim. Weak evidence may be said to "probably" support a claim (rather than definitely); these qualifiers specify the strength of the belief in the evidence by the program implementors. The justifications for these beliefs are warrants for the linkage between data and claim.

For example: Are the data sufficiently complex to support a grand claim? Are the process links compellingly connected to the claim? or Is there an established logic (like statistical analyses) that we can fall back on to assess the linkage? Before accepting the claim, we examined the recognized (and if possible, the unrecognized) rebuttal to the validity of the claim. Are there rival claims? (For example, national examination results at the end of basic education may imply achievement levels that exceed those of curricular-tied tests taken at the end of primary six. Which do we believe is the more appropriate basis

for program planning and monitoring?) What constraints, impediments, and difficulties require restrictions on the generalizability of a claim? (For example, geographical/cultural differences may preclude any general claims due to the dramatic contextual contrasts that exist between the north and south of Ghana.) Evaluation requires deep probes into program conceptualization and actualization to formulate explanations (or plausible hypotheses) of what-is-seen in the monitored and informal data about the program and its context in order to provide a richer context for management.

The search for claims is not entirely open-ended. Because the EOP standards were pre-specified in terms of objectively-verifiable indicators (OVIs; see Table 3), there was a template of intended achievements. However, PREP had other claims for accomplishment or negative claims that merit attention. The evaluation would have been incomplete unless we allowed the initial survey of program achievements and problems to range across wider possibilities.

### *Specific Evaluation Questions*

These argumentative probes established the claimed accomplishments of the program, as supported by existing evidence. In addition to these probes, several specific questions framed the evaluation of the PREP targets for program conditionality. These questions were specified in the SOW for the evaluation team by the Mission.

### *Financial Aspects*

- Comment on (1) the establishment of a special account in a bank mutually acceptable to the MOE and USAID to deposit therein currency in the amounts equal to disbursements made under the Grant; (2) the use of the official rate of exchange established through the Bank of Ghana's foreign exchange auction on the date the funds are sold through the auction; and (3) the deposit of funds from the school user fees (P1-2 are exempted) in a revolving account to be used for the purchase of additional school books and materials for primary education.
- Is the currently used disaggregation formula by GOG/MOE appropriate?
- Are the financial reviews conducted by MOE's contractor (Peat, Marwick, Okoh) valid, reliable, consistent, and useful as a monitoring tool?
- Did this firm contribute towards institutional building and sustainability in financial management?
- Does the Mission's dollar tracking system meet the USAID guidelines established under the DFA? In other words, there is a system in place within the GOG banking system, and there is an appropriate paper trail of record

keeping ledgers maintained by MFEP and MOE? Upon review, this paper trail indicates the date when funds in hard currency rate of exchange reached Ghana, and the date when these funds were auctioned and transferred to the MOE's non-commingled bank account.

- Has the USAID contractor (Price Waterhouse) provided appropriate guidance and monitoring assistance and the needed data in meeting the CPs related to budget and expenditure to the Mission?
- Is there a plan to institutionalize the disaggregation of basic education budget and expenditure line items to reflect districts allocations to primary and junior secondary levels?

#### *Projects Management Unit (PMU)*

- Are all designated posts filled with qualified personnel?
- Are there detailed SOWs for each position?
- Is there a system in place to evaluate the performance of each staff member?
- Is the implementation strategy of acceptable quality and are activities well planned to meet PREP objectives?
- Do these activities have bench marks and appropriate review process?
- Are PREP management and oversight systems working effectively?
- Does the PMU function effectively and efficiently in meeting the goals established for the unit?
- To date, how far has the integration process of this unit into the MOE structure gone?
- What is the status of the production and distribution of textbooks and instructional material? Has student/textbooks ratio improved from 2:1 in 1992?

#### *Policy Issues*

- Are there appropriate levels of cooperation and information sharing between the various directorates of GES/MOE?
- Is there a detailed plan and policy to decentralize MOE functions to Local Education Authorities (LEAs)?

- Is there a MOE policy to maintain budget levels for funding of primary education at not less than the percentage budgeted for primary education in 1989?
- Is there evidence of a GOG's policy which clearly designates a minimum of 6% (as a line item for budget and expenditures) of total MOE's Primary Education Budget (excluding funding made available by donors) for the purchase of textbooks and instructional material?
- What progress has been made to develop a policy to improve equity in the primary education system? What data are available to define "inequities" inherent in the current system? Does the MOE policy provide institutional solutions to definable inequities in access, retention, and completion of primary education?

#### *Equity Issues*

- What are the data sources for the definition of specific inequities, especially geographic, economic, and gender inequities regarding access, retention, and completion of primary school? For example, female participation in under-represented areas of the country (Upper West, Upper East, and Northern Regions) will be increased by 50%; and the level of access to primary education is increased by 50% in the least represented regions of the country (Northern, Upper East, and Upper West) -- this access rate now ranges from 30-42% as compared to the national average of 69%.
- Are the equity pilot activities appropriate to the equity issues in primary education system in Ghana?
- Is the level of community involvement in the equity pilots sufficient and appropriate? If not, what is the alternative? Provide specific recommendations.
- Has each pilot been monitored and evaluated? Which pilots were replicated for wider dissemination with appropriate supportive data?
- Is there enough data to enable GOG to develop a national policy and action plan to address equity issues (*Education for All*)?

#### *Training*

- Is the current GOG/MOE training plan adequate to train personnel involved in primary education? Are all appropriate levels and categories of personnel included in the training plan?

- Have the inservice training activities carried out so far had measurable impact on teaching or student achievement?
- Is the TOT/Cascade model the most efficient and effective for use in Ghana?
- Has The Mitchell Group (TMG) impacted MOE/GES staff development and improved technical know-how of MOE/GES key personnel in specific areas?
- Are there indicators of quality in implementing inservice/preservice training activities under PREP?
- Assess current PREP achievements toward meeting the following EOP goals: (1) untrained primary school teachers will be reduced to 10%; (2) 90% of all primary school teachers (55,800) will receive inservice training related to pedagogy and using textbooks and developing audiovisual teaching aids; and (3) the national average of trained teachers assigned to disadvantaged areas (Northern, Upper West, and Upper East) will be increased by 50% -- national average is approximately 30-35% as of 1989.

*Criterion-Referenced Testing (CRT)*

- What purpose does CRT serve? Will it be readily absorbed into the MOE as part of its own academic evaluation system?
- Can CRT be financially and functionally sustainable?
- Have the results of CRT impacted on the improvement of instruction levels in the classroom?
- Assess current PREP achievements toward meeting the following EOP goal: 80% of all children entering JSS (Class 7) will be able to read, write, and do arithmetic at the 6th grade level.

## EVALUATIVE FINDINGS

PREP is a remarkable program. In its short history it has assembled wide and varied support, produced an incredible amount of work and accomplishment, and has had noticeable positive impact on specific schools and the general tenor of educational reform in schools. PREP enjoys an excellent working relationship between the Mission and the Ministry of Education, a true partnership of reform. We find few problems, and where they existed, they were attended to and improvements were made or are underway. The program is an exemplar of implementation. Because we can celebrate the initial successes, the evaluation can turn its attention to the longer-term development of policy and institutional frameworks that are needed to serve as guides to future reform. The Deputy Minister put it best: "PREP and other reform efforts are cutting a path through the field, and the evaluators have view of the whole field to assess the straightness of the path."

In this evaluation, we tried to give everyone the "view" because everything we write that presumes to be fact is someone else's story. Our view was shaped by what we were told, and much of the impact of this evaluation has already occurred due to the extensive self-evaluation and reflection that took place during our long seminar sessions. That is, the "cutters" decided the direction of their path. In this chapter we reflect on our impressions and concerns for the future. At the end, we shall conclude that PREP has an honored place in the reform efforts of Ghanaian education.

Evaluation is about images. We create an image of where we are, where we were, and compare it to a real or imagined ideal of where we could be. The images are analyzed in detail to understand the fabric of their construction, the aesthetics of their design, and the effectiveness of their function. In Ghana, there is a clash of images of what was within the memory of many 20-30 years ago, and what exists now.<sup>1</sup> The reconstruction is modeled on the perceived necessities underlying past successes; the qualities are referenced in terms of distant powerful images of possibilities; and the ineffectiveness of the present system is discussed in terms of resource impoverishment. By all accounts, Ghana's education system has come back to life and if shaped in the image of the past, it will regain its former stature and accomplishments.

But this account ignores the new challenges that Ghana faces. Beset by years and years of neglect and financial starvation, the system is fragile and weak, and it is confronted

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<sup>1</sup> We shall present a somewhat bleak view of Ghana's education system. This characterization is no less true for many education systems around the world. We have come to several realizations over the years. First, everyone must have the opportunity for education; second, we do not do it very well; and third, we can not afford to do it so poorly for too much longer. Our descriptions cast no dispersions on Ghanaian educators. We are all frustrated in our efforts to improve education and many Ghanaians are actively involved in improving their system. The problem for Ghana is that, unless large financial resources are available in the near future, the educators of this honored country must lead the way for the world to find better ways of schooling our heirs of the future.



by needs and pressures that did not exist in the exalted past. Can the system be patched together and strengthened to face these challenges effectively, or will the problems continue to overwhelm the resuscitation efforts and frustrate broadbased achievements? This is not a clash of images just for Ghana; the world education systems are confronting similar difficulties, although many can delay their encounter with expansion realities because they have strong infrastructures and substantial resources. In immediate circumstances, Ghana faces problems in this form (as presented in the World Bank paper, *Ghana 2000 and Beyond*, 1993, p.18):

How much growth in education is needed over the next decade or two to provide the foundation for a flexible work force? Can Ghana afford the additional investments in human resources necessary for fast growth? There are two major challenges: One is a quantitative challenge, that of meeting the rising need for primary and secondary education at cost levels the Government can afford, using equitable financing mechanisms. The second challenge is more qualitative and arises from Ghana's overall development goals. As industry expands and diversifies, the demand for a technically qualified labor force will increase. Without qualitative improvements, quantitative accomplishments have less value.

In the long-term, Ghana and other world education systems face the reality that our old education structures cannot simultaneously deal with the issues of quality and quantity. As we expand the system to meet the important needs of a growing population, we inevitably sacrifice quality in the schooling process. Does Ghana continue, reconstructing its education system according to an old formula that worked under different circumstances but seems inadequate for the modern condition and requirements? Even with support from projects like PREP, and even greater support from World Bank soft loans, a system that possesses both quantity of access and quality of programming appears difficult to achieve and unlikely to be sustainable. Or, will Ghana, confident that it can develop a quality system (since it has in the past), build a new model that will have to abandon many of the prescriptions from the past in order to deal with the new realities of size of the potential student body and complexity of the academic requirements. Only Ghana can decide what way to go in terms of its overall system, but PREP must be placed in this context in order to understand its functions and accomplishments. While its design, as programmed assistance, does not preclude any particular approach to education (and this flexibility is a strength of PREP), it is by function supporting and encouraging what seems to be a resource-consuming model of schooling. Ghana has already made many adjustments to improve the efficiency of the system: it has planned larger teacher-pupil ratios, dramatically reduced the number of years in pre-tertiary education, and officially limited positions across the entire Ministry of Education. The real question is whether over the long-term any country accepting the principle of universal education can continue to hold as an ideal a conceptualization of schooling that is so heavily resource dependent.

There is little doubt in anyone's mind that PREP has done what it set out to do, and it is an important part of the recovery scheme for the Ghanaian reform program. It is

widely acclaimed and its role in shoring up the teetering school system is evident even under more careful scrutiny. As indicated, evaluation is about images. Educators in Ghana have a strong attachment to the prescriptions of the past, but for those who have visited the schools, there is a concern shadowing their accounts of present and expected accomplishments from the current model of schooling. On the one hand, it is hoped that PREP will do more to recapture the past. On the other, there is the informed recognition of just how great the challenge is to school nearly 2 million children in over 11,000 administrative units. The system is complex, the academic task is considerably more difficult than ever before, and the resources are minimal even under an unprecedented level of donor assistance that may not last.

We can document that PREP has done well, and there is real evidence that the overall schooling program has improved. A lot remains to be done. If time is on the side of Ghana, then projects like PREP may help to chip away the layers of constraints that confront the education delivery system. Perhaps in pockets within the system or in a distant future, Ghana may once again possess the best schooling program in the region. There is no shortage of talent and commitment. But the financial and institutional pressures are real and daunting. Ghana must continue to reflect on its past and its probable future, and decide how it wants to use the vital resources of sector grants and loans. These considerations lie outside this evaluation, but the context is important. PREP and its likely successor program bring resources and potential to the reform table. The EdSAC programs, PREP, ODA assistance, the new Primary School Development Project, and other assistance efforts have all contributed and will continue to contribute to the reconstruction of the formal education infrastructure. The important question now is how Ghana will use and shape that infrastructure to educate its rapidly growing population of children. Quantity or quality in traditional form, or possibly both quantity and quality in some new model of schooling? No matter what the decisions, PREP is an important and significant contributor to the future of Ghanaian education.

### **PREP Non-Project Assistance**

Assistance through projects, accompanied by contracted technical assistance and innovative technologies, has a long history in the development archives and in Ghana as well. Because of difficulties associated with the logistics of technical assistance, the limited effectiveness of many of these projects, particularly in terms of sustainability and the sensitivities of local agencies and personnel about the intrusion of foreign assistance, non-project assistance (NPA) is the current fashion, with an emphasis on policy adjustments and the locus of program implementation in host institutions. In Ghana, the amount of foreign technical assistance is very small and there is some resistance to additional foreign presence in many subsectors of the system. Although cobbled by an impoverished educational resource environment and weakened by departures of well-trained personnel who moved to other opportunities during the most difficult times, Ghana still has many capable individuals

who can contribute to the revitalization of their education system.<sup>2</sup> On the surface the PREP program in Ghana gives the impression of being a pure form of NPA, but in reality PREP is tightly managed with many layers of oversight both within the Government and within the Mission.

One characterization of the deterioration of education in Ghana among those with an historical view of Ghana is that the system collapsed very quickly under the weight of nearly every possible constraint that a system could face both within and without. As we know, adaptive systems under dramatically changing conditions reorganize at new levels of equilibrium. That is, the culture of the Ministry and its agencies, primarily the schools, continually adjusts to the evolving difficult conditions and new contingencies in the system. Teachers seek other opportunities even if still teaching, and personal priorities take precedence over organizational and instructional needs. Not surprisingly, the classroom has become a different kind of place -- bleak in substance and spirit. Few incentives exist for either parent, teacher, student, or administrator. Education remains important yet moves into the background of local activities because the quality of schools has declined and parents face tight credit constraints. Its value may linger in memories, but the immediate deficits loom large over the instructional program. The road back to a higher level of activity and accomplishment will be difficult even for a system with a proud regional history. Once a system institutionalizes practices that almost totally decouple classrooms from educational goals and tolerates complacency and inaction, all that remains is the jargon of education, emptied of real intent and possibilities. Teachers see inattendance and minimal effort as acceptable characteristics of their assignment, all rationalized by resource inadequacies. Headteachers abdicate their leadership roles, and decentralized units busy themselves on administration and institutional survival, further distancing even local assistance from system goals. But this only applies if the system is left alone to wade in poverty and inattention. Ghana may be the best case for foreign (that is, external) assistance. Information and resources must come initially from outside to stir the program once again, excite and motivate the vast professional talent pool of Ghana, and create an atmosphere conducive to new behavioral and attitudinal patterns that are consistent with system intents. Many Ghanaians are working hard to improve the education system, but they need help and resources.

There is good reason to believe that Ghana can benefit from fundamental contributions to the system like that offered by PREP. It has a better prognosis than most depressed systems and has a recent history of responsiveness to World Bank assistance.

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<sup>2</sup> The acceptance of technical assistance has become a symbol of inadequacy. Those in the key positions of the education system of Ghana are well-trained, usually in the same institutions from which technical assistance would be drawn, and have wide experience in education. Of course, this is an unfortunate legacy of the conditions under which development assistance is established. Technical assistance plays a major role in any organization, whether developing or cutting-edge. Perhaps new constructions will emerge with time and technical assistance will regain its important role. It can be an important ingredient to revitalization and enrichment.

Much of the glue of an effective educational organization is the intangible commitment to a common mission. When the mission remains abstract and seemingly impossible, commitment is ephemeral and discontinuous. But in Ghana, there is the perception of an achievable goal of "where we were." This perception may be without fact. That is, Ghana's "golden" educational days were long ago and were characterized by plentiful resources, a functional infrastructure, small enrollments, long preparatory basic program, and selective entry and limited access. These are different days. Under the press for modernization and the belief that universal education is the foundation for national integrity, Ghana faces the difficult task of "doing more with less," while supported by a seriously frayed and unresponsive administrative network. But the dream of what was and what can be offers hope. There is a pride in Ghana that belies present circumstances and promises a better future.

The justifications for non-project assistance in Ghana rest on the pressing need for financial relief, the presence of capable personnel, and the precedence of World Bank reported successes using conditionalities and financial oversight. The focus of PREP is on policy initiation, financial stabilization, and inputs to the instructional program to bring the Ghanaian schools back to life. Evidence (Glewwe & Jacoby, 1992) from the Ghana Living Standards Surveys (GLSS; 1987-1989) supports the notion that Ghana can benefit from basic inputs. Table 4 presents the hypothesized gains attributable to various selected policy options for the junior secondary system, based on recent history and performance. Although the usual cautions apply, investments in the physical quality of a school appear to affect school attainment. Repairing classrooms and providing blackboards (or their administrative attachments) may have substantial impact. The PREP proposals to provide school libraries to some schools and textbooks to all (building on the previous EdSAC programs) have modest but important impact. The newer Primary School Development Project of the World Bank addresses the larger capital investment requirements and takes up the development of the school administrative complement. So PREP fits nicely into the collective donor assistance package (see Appendix B for donor funding since 1986) and seems to encompass a rational selection of activities and investments.

In operation PREP is a hybrid of NPA with elements of project-type relations. The problem with the assumption of local capability is that these individuals function within a frazzled organization that has a deficient information architecture and continuing resource insufficiencies. It does not have the critical mass of connectivities and activity to actualize project intentions. Faced with this situation in earlier days, the World Bank created the Project Management Unit (PMU). Recognizing the continuing problems, the PMU has become the Projects Management Unit, coordinating all projects from the Bank groups and USAID. Within the PMU, PREP is a subgroup with personnel drawn from several sources throughout the system. The PREP group is, in fact, the local technical assistance team. They are experts seconded or contracted in areas required for PREP implementation. Potentially, they operate independently from institutionalized components within the system. For example, there is a total lack of communication between inservice and preservice professionals. Even though PREP relies on teachers, tutors, administrators, and managers

**Table 4. Impact of Specific School Quality Conditions on Cognitive Achievement in Ghana  
GLSS: Junior Secondary School Level**

Policy Option	Mathematics Increase			Reading Increase		
	Indirect	Direct	Total	Indirect	Direct	Total
<i>Reducing travel time from 2 hours to 0 hours</i>	+3.44		+3.44	+5.24		+5.24
<i>Raising average teacher experience from 2 to 10 years</i>	+3.19		+3.19	+4.87		+4.87
<i>Providing a School Library</i>	+1.88	+3.61	+5.49	+2.87		+2.87
<i>Repairing classrooms in schools where all classrooms cannot be used when it rains</i>	+3.10	+5.45	+8.55	+4.73	+7.78	+12.51
<i>Providing blackboards in schools where none presently exist</i>	+4.05 +13.48	+9.43		+6.16	+12.95	+19.11
<i>Providing 50 more textbooks per room in schools which now only have 25 per room</i>					+1.92	+1.92

**Notes:**

- The direct effect indicates the expected increase in test score with years in school fixed. The indirect effect adds that impact anticipated from an increase in years of schooling brought about by a change in school quality.
- The mean score on the reading test was 7.1 (out of 29) and the mean score for mathematics was 9.6 (out of 36). These were the "difficult" tests used in the GLSS.
- The policy options listed were those found to be salient and susceptible to policy creation from a wider range of possibilities that included many household variables, school variables (avg. teacher schooling, avg. teacher training, library, lack of desks, enrollment fees, no electricity), and some correction terms. The sample size was 163. These estimates of impact are most probably overestimates, and should be considered as suggestive only.

**Sources:**

Africa Regional Office of Western Africa Department. (February, 1993). *Ghana 2000 and Beyond: Setting the Stage for Accelerated Growth and Poverty Reduction*. The World Bank.

Glewwe, P., & Jacoby, H. (1992). *Estimating the Determinants of Cognitive Achievement in Low-Income Countries: The Case of Ghana*. Living Standards Measurement Study Working Paper No. 91. Washington, D.C.: The World Bank.

in the system, there is little that connects the inservice and preservice programs. The addition of technical assistance is intended to strengthen the institutional framework by increasing the capability of key institutions in the system and helping to coordinate their intentions and activities. It is fully expected that the PREP team will work in concert with the relevant units in the implementation of reform initiatives. And this has happened in many cases, where possible. Meanwhile, instead of a Chief-of-Party for the local technical assistance team, the EHRDO of USAID fills the role of catalyst for implementation and supportive agent to the higher authorities. At the end of the program, the PREP team will rejoin the Ministry in functionally different capacities, and the skills and relationships of the EHRDO will be lost. Although it has had three in its short history, the PREP team is now well organized under a local leader. Continuity and leverage through the EHRDO account for the very obvious team commitment to the project, the quality of their work, and the overall success of the project. Fortunately, the local leaders have also been of high quality and have contributed significantly to PREP performance.

The evaluation of PREP is not an evaluation of pure NPA, at least not in its expected form of simple budgetary support and product conditionalities. PREP is, however, an interesting variant. In a case where the local expertise is high and widely available, local TA is an efficient option. And this has been used in other circumstances. The emphasis of PREP is on applying leverage through the conditionalities to accumulate a policy inventory that rationalizes the system. Local ownership is important because local TA is more quickly accepted and has "deep" information to support rapid policy development. The lessons of PREP seem to be that an active program manager is essential to continue keeping the goals of the project in view; monitoring is an important tool to maintain leverage; and local TA can carry out many of the technical tasks as well as foreign TA. The reasons for success in PREP are:

- An individual, or set of individuals, is needed in a loosely coupled system to bring together disconnected units and information. The function is catalytic rather than technical, but technical skills enable the individual to identify those components that would benefit from tightening. If the individual is respected, has leverage over contingent resources, and has good negotiation skills, the catalyst activates the existing system. The EHRDO has played this role effectively for PREP.
- Monitoring is an important part of rebuilding contingencies. In a dysfunctional organization, there are few consequences of any action whether appropriate or inappropriate. So actions become further uncorrelated with system intentions. Monitoring rekindles the perception of performance-based contingencies, and when well done, gives real direction to the collective efforts of the education system. Although the data on outcomes are frequently ambiguous, the presence of apparent performance checks has helped shape reform. Top administrators are looking at the system differently and beginning to instill some accountability.

- Nationals in technical assistance roles are considered by locals as competent as foreign derived assistance, and local expertise associates insiders with the new initiatives, perhaps increasing local ownership. There is little adjustment time required to get the team involved, and little time is needed from the system to educate the team about the system, its history and expectations. The local TA know the key people and have immediate insight into the political dimensions of policy creation and program implementation. The PREP team continues to do a fine job.

There are costs for every type of intervention. This variant of NPA, while still new and evolving, does suggest important questions. What will the program be like if a new EHRDO does not have the technical and negotiating skills needed to manage PREP? Is the monitoring accurate enough to really guide the program? Can local TA sufficiently remove themselves from local politics and long-term commitments to apply the needed pressure for change? Do they bring the new ideas and information necessary to move the system to higher levels of functioning? There are no absolute prescriptions. PREP will always entail tradeoffs. Perhaps that is the most important point for program assistance in any form -- to remain flexible. These questions will be taken up as we discuss the project in more detail in the following sections. At this point, perhaps, we need to underline the fact that PREP has been an effective strategy and a positive contribution to the larger effort of the Ministry of Education in its reform program. We analyze the PREP project in order to better understand its relationship to the reform in the future and not to criticize its substantial accomplishments over its short history.

### **Addressing the Constraints**

PREP is designed to address a set of constraints identified by local and foreign professionals in the latter part of the 1980s that were hypothesized to stand in the way of systemic improvements. There is an implicit belief that we know how to improve a single school, but that when we move to scale, specific constraints disable our initiatives to improve the wide range of schools across the system. If these constraints can be addressed, then we can proceed more adequately to take on the technical requirements of schooling and meet the objectives of the instructional program. In 1989 the needs of the system were vast. The core targets are presented in Table 5, along with a current assessment of progress by a selected sample of regional and district directors in a meeting in the MOE, called as a result of this evaluation. This is a self-assessment guided by the Director General and his deputies. It portrays general progress, and attests to the success of efforts like PREP and others to assist in countering the deleterious effects of the constraints. These officers report noticeable improvements in nearly all areas (see Table 5).

*Table 5. System Self-Evaluation by Selected Regional and District Education Officers  
(as part of evaluation meeting)*

<b>Reform Target</b>	<b>Working Better in 1993 than 1989?</b>
Textbook Distribution	Improved, but room for more improvement.
Textbook Use	Now in schools; pupils permitted to take home; some problems in storage at school.
Availability of Instructional Materials	Timing problems, but better availability.
Better Trained Teachers	Improvement; difficulty in rural assignments.
Teaching Improved	Circuit supervisors report improvement.
Reduced Teacher Absenteeism	Circular sent; still room for improvement.
Increased Instructional Time	Complaints, but increased time.
Greater Access by Girls to Schooling	Better.
Retention of Students in Schools	Better.
Decentralization of Management	District Directors are doing quite a bit.
Better Communication	Definitely better.
Better Transportation	Somewhat better, thanks to PREP.
Better Information for District Planning and Monitoring of Reform	Planning Units in Districts; improved conditions attracting better staff.
Fewer Shortages of Basic Equipment and Supplies	Has not improved much; many schools do not have blackboards or furniture.
Fewer Qualified Teachers Leaving System	Yes.
Improved Teacher Prestige	Teachers are in Assemblies; improved.
Better School Management	Better Headteachers; attendance not good.
More Incentives for Student Achievement	Parents putting more emphasis on learning.
Good Teachers Going to Rural Areas and Staying	They go but will not stay; shelter problem; young females particularly will not stay.
Perceived High Value of Education	Higher.
Overall Quality of Schooling	Improvement in staffing and materials.



The education officers of the Ghanaian system are generally well-educated and widely experienced. They deeply appreciate the intricacies of the problems they face in the field. They implicitly recognize that problems in education have organized complexity<sup>3</sup> and can only be addressed by good *management*. In the afternoon of the same meeting to assess progress, the problems of education were again evident as the officers examined the difficulties still faced. There was progress to be sure; the system has come to life since 1989, but the problems of today are no less daunting. One of the realities of *organized complexity* is that problems are not solvable; they can only be managed. The expectation that constraints can be stripped away is unrealistic. PREP and other efforts have helped the system management. But, when each surface constraint is addressed, the fabric of the problem is altered and the continuing effectiveness of the system can be sustained only if management capability of the system remains effective. This is why projects appear successful only to have their achievements eroded away once the system is exposed to the strains of development without resources and project assistance. There is an implicit expectation that PREP, because it is designed to address the ~~one~~ constraints, will create a system that can sustain its reform. Sustainability is possible if system capability improves to the point that problems can be managed. But even if one set of problems appears to be solved, there are changing relationships, and new problems characterize the challenges facing the system. This is the reality that education officers understand. PREP is considered to be perfectly targeted, and they want it to continue as long as possible. In fact, its flow of resources has renewed their enthusiasm and the possibility for them to exercise their professional skills. However, they want it to do more and do it for a long time.

PREP and the collaborative assistance efforts have *enabled* the system. They have whet the appetite of communities and educationists. There is a sense that Ghana is on the way back: resources (even if limited) are flowing, and real gains lie around the corner once the system has a little more fuel, a few more textbooks, more supplies, and better trained teachers. There is hope again. Since the beginning of real reform in 1987, there have been tangible changes in the system. Although people believe there has been substantial progress, no one is fooled and they are open and honest in their assessment -- there is a long way to go.

### Purpose of Conditionalities

The key ingredient in the PREP strategy is the use of conditionalities to leverage change. As the argument might go, once a rational set of policies is in place -- encouraged by the financial assistance offered if conditionalities are met -- then programs can follow. Without the policies, programs and initiatives if they get going at all, will wither, and the

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<sup>3</sup> Complexly organized problems are highly interrelated, complicated (with numerous relationships), dynamic, ambiguous (no single correct view is possible), encourage competing claims, and are limited in terms of possible solution attempts by systemic constraints that are resistant to immediate correction.

serious kinds of policy debates that must accompany the development and evaluation of policies will not take place. The system will not consciously engage its options unless policy considerations are given some priority. PREP leverages the possibilities for policy debate and policy creation, but it does not predetermine the exact set of necessary policies, only their domain. For example, in the financial area the rationale is that by setting up the necessary balance of policies to ensure attention to primary education and guarantee a flow of money, Government can then debate its programming options to address the needs of the system within the financial bounds of the country. Without the policies, there is danger of mortgaging necessary features of education to handle other requirements.

PREP was designed at the same time as EdSAC II, and its strategy is aligned with that used in EdSAC I. Preliminary World Bank studies have supported the notion that there is a clear relationship in Ghana between "human capital, measured both by education level and by cognitive skills, and productivity" (*Ghana 2000 and Beyond*, 1993, p.17). The estimated rates of return were 3-7% for private sector wage earners (Glewwe, 1991); on average, farm profits increased about 4% with each year of adult education (Jolliffe, 1992); and education has had a positive impact on household enterprise income (Vijerberg, 1991a, 1991b). More specifically to PREP, the social return on primary education was calculated as over 26% at the beginning of the program, which is close to the average of 27% found in other countries at about that time (Hicks, 1987, p.103; Psacharopoulos, 1988, p.101). If conditionalities can result in more realistic and improved programs of instruction, then the rates of return should be even higher. Given the earlier success of EdSAC I to lead to noticeable improvements in the education system, the strategy of conditionality leveraging appears credible. PREP incorporates these same assumptions and expectations.

The major questions for the PREP evaluation are: Have the PREP conditionalities been met? Do the conditionalities lead to real and expected changes? What does it mean to meet the conditionalities? What conditionalities are missing (does PREP have the right set and mix)? The answer to the first question seems to be a clear yes and later sections will elaborate. The second question is difficult to answer at this time, but ignoring the attributional claims of EdSAC and PREP and considering them as a package, the answer is a conditional yes. Importantly, however, the meaning of meeting conditionalities is problematic. And the set of conditionalities has large gaps of coverage, perhaps intentionally, which we take up below.

Although the conditionalities for PREP were set at reasonable levels and were easily met, there is the problem of consequences. First, it is not clear that PREP leads to increased debate about the critical issues confronting Ghanaian education. The conditionalities are met but the MOE is not drawing the benefit of issue and policy debate. For example, several donors provide general balance of payment support for the recurrent budget shortfall. Do some of these funds find their way through the budget to constitute the required 6% for the allocation to materials and supplies for schools? The personnel costs of the MOE the largest employer in the country, dominates the primary education budget. If the allocation for non-salaried items is protected by the flow through, then the

act of protecting can be an honest attempt to meet the conditionality and all good intentions apply. But the adjustment of the system for sustainability has not occurred, which is the real intent of the conditionality. Second, although the conditionalities address the key constraints, there may be a case for using the special covenants (as has been done in some cases: e.g., the integration of PMU in the ministerial structure) to spell out the expectations underlying the conditionalities (e.g., debate on options to align budget and allocations for sustainability). Key administrators are asking questions. But when there is a way to meet the conditionalities without making the tough decisions, then any rational person will delay the decision (in fact, this strategy maximizes information and is an efficient approach, except in the bleak financial context of Ghana where delay means further erosion of valuable resources).

One of the consequences of the focus on conditionalities is that they have become *targets* themselves rather than levers for action. The supposed intent is not to meet the conditionality per se, but to establish the mechanisms for reform that will meet the conditionalities as a byproduct of policy creation and enactment. Conditionalities are tied to indicators. In other words, they provide *indications* that the system is on track in terms of the country's reform agenda. Meeting the conditionality does not always imply substantial accomplishment in terms of the purpose of the program. The problem with such agreements is that they are negotiated with one set of principals, carried out by another set, and frequently re-examined by a third set who have replaced the original negotiators (in many cases this occurs on both sides). Flexibility may be the key advantage, of program assistance (and could be for projects as well). The proper focus on *purpose* keeps the intent of conditionalities in mind and always in view as part of the negotiations for programming. Afterall, it is not as important that a specific event occur as it is that a contribution be made to *strengthening the policy and institutional frameworks* that underlie the development strategy of the NPA. The explicit use of this approach gives both the Ministry and the Mission more flexibility in getting to the purpose.<sup>4</sup> Literal compliance keeps the needed funds flowing but does not necessarily mean that there has been real engagement with the systemic technical problems that affect the sustainability and quality of any instructional program.<sup>5</sup> In order to use the flexibility to good advantage, the expectations underlying the conditionalities must be understood, continually updated to accommodate new people and

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<sup>4</sup> The EHRDO has used this approach successfully. We note it here because it is worthy of replication and it was not explicit. The Ministry should be aware of implications of program assistance and its *real* responsibilities under this arrangements. At the moment, the focus is on the conditionalities. It should be on the purpose of the program and its contribution to the reform agenda of the Ministry.

<sup>5</sup> The argument recognizes that a many tough decisions were taken during EdSAC I. As these structural reforms are put into place, the technical aspects of educational delivery must now be addressed. Since increasing access is a given, the efficiency gains made by the move to 6-3-3, for example, will be neutralized by the increases in system complexity and technical inadequacies. The bottom line is that children will spend less time in school through pre-tertiary and learn far less.

contexts, and kept realistic so that they are incentives for accomplishment. Every effort should be made to clarify the full intent of conditionalities. They will not work automatically.

Why do we worry about the conditionalities of PREP? Our concerns revolve around the expectations associated with the conditionalities, not the conditionalities themselves. As we describe below, the conditionalities are met and the system is improving. But the expectation that development mechanisms will be in place and dramatic, measurable improvements in achievement can be documented within the remaining 1 1/2 years of PREP is unrealistic. PREP I can only hope to be an enabling program. It is a long way from having all the pieces in place for sustainable education development. This in no way detracts from its accomplishments or its likely future successes. PREP II must go ahead. We are concerned that at the end of PREP I, with expectations so high for real gains in educational achievement, the substantial accomplishments of PREP I will be ignored. We must underline this. We are not suggesting that PREP I has a bad design or has avoidable flaws in implementation. On the contrary, PREP seems to be what everyone believes is essential at this time. But we need to be fair to PREP and to the Ministry of Education. The purpose of the program is to *strengthen* the policy and institutional frameworks. Although this is happening, these frameworks will not be strong enough to produce significant changes in the distribution of English and mathematics achievement test scores. People level impact lies in the future and may be more reasonably within the range of PREP II. PREP I is doing everything that seems possible and is one of the best programs/projects in Ghana. If at all possible, it will lead to real and significant improvements in the Ministry of Education. And that is all that should be expected of it.

### **Financial and Economic Underpinnings of Reform**

PREP contributes generally to the ERP and uses conditionalities to protect the education budget, guarantee adequate allocations to the instructional program, and supply supplementary funds for the enhancement of the education system. The focus of this financial analysis is to ensure that the resources committed to primary education are properly allocated to the functional areas designated as essential to achieve the end-of-program objectives. Accountability across the Ministry of Education is key to the effectiveness of program assistance. The major items of concern are that primary education maintain at least the share of the overall education expenditures that were allocated to the subsector in 1989 (approximately 41 percent) and that a policy and plan be implemented to increase to six percent no later than 1993 the amount of the recurrent primary education budget of the Ministry of Education (excluding funding made available by donors) which is spent on teaching materials. To achieve these budgetary objectives, the total Ministry of Education budget was to be disaggregated to identify the financial resources actually being allocated to primary education. Furthermore, this disaggregation exercise should then develop the institutional capability for the Ministry to follow a budget process to sustain Ghana's investment in human resources, especially in primary education. Technical

assistance through the use of accounting firms was to aid in the development of this institutional capability.

This portion of the midterm evaluation of PREP assesses to what extent that the financial conditionalities have been met. Several areas were designated by the Mission for attention.

- The establishment of a special bank account mutually acceptable to the Ministry of Education and USAID for deposit of currency in amounts equal to disbursements made under the Grant.

An account, #19496, was opened as the MOE/PREP account in the Agricultural Development Bank. Another account, #19497, the MFEP/PREP account was opened as a mirror account into which the local currency is deposited upon the auction sale of the dollars and held there until USAID approves the PREP budget, for which the local currency will be expended. The operation of these accounts has been monitored by both Peat Marwick Okoh and Price Waterhouse, and all accounts have been found overall to function well in disbursing the funds made available under the Grant.

- The use of the official rate of exchange established through the Bank of Ghana's foreign exchange auction on the date the funds are sold through the auction.

The weekly auction determined the official rate of exchange for each tranche released for the Grant. Each week bidders who qualify to enter the auction specify the quantity and purpose of the use of the foreign exchange and their bid price. Each bid must be endorsed by the bidder's bank to ensure that there are adequate funds to cover the cedi cost of the bid before being submitted to the Bank of Ghana on Friday of each week. The bids are ordered by the bid price. The foreign exchange is awarded to the bidders in descending order by bid price until the weekly supply of foreign exchange is exhausted. The bid of the last successful bidder sets the foreign exchange price for the following week and is used for all foreign exchange transactions, including official government ones. Thus, each tranche has resulted in a different but official rate of exchange. After each tranche and the resulting auction, The Bank of Ghana provides a report and analysis to USAID identifying the successful bidders and purposes for which the foreign exchange was utilized. In the first tranche, there were 59 separate allocations; 79 in the second; and 210 in the third. In their auditing activities, Price Waterhouse has monitored these foreign exchange auctions and the transfer of the local currency to the correct and separate accounts for PREP.

- The deposit of funds from the sale of textbooks into a revolving account is to be used for the purchase of additional school books and materials for primary education.

The School Revolving Account for Provision of Stationery Needs was opened with the Ghana Commercial Bank, High Street Branch, in June 1987. As the name suggests, it is more than a book revolving fund and is for all of basic education, not just primary education. In addition to the book fees being deposited into it, the proceeds from the sale of stationery to the students are also deposited into it. Unfortunately, the book fees and stationery proceeds are not being promptly collected and remitted to the central account in Accra. This failure to remit the proceeds to the central revolving account is the result of the teachers' failing to collect the fees, the failure of some headteachers to deposit the funds into the district accounts, or the failure of the districts to remit the funds. On August 31, 1993, while the balance of the revolving account stood at ₵1,794,120,355,804.28, there was outstanding district indebtedness of ₵1,205,810,621.54 or over two-thirds of the revolving account balance. Needless to say, if the collection and remission of school fees and stationery proceeds are not enforced, the revolving fund will not serve the purpose of providing an ongoing source of funding for the purchase of instructional materials. The Ministry of Education may be forced into deducting these arrears from the budget allocations of the districts to ensure that the revolving school book fund remains viable. A more important issue is the control and oversight of the revolving book fund. At present the signatory of the account is the Deputy Minister for Schools. Given the large investment by both the World Bank and USAID/PREP in textbooks and the importance to the sustainability of a sound primary education system and the national importance to Ghana, the control and oversight of this revolving account should be shared with the Ministry of Finance and Economic Planning to ensure that there are adequate checks and balances in replenishing the fund and the disbursements from it.

### *Evaluative Questions on Finance and Budget*

In addition to the general items, the Mission also posed eight specific questions for review. The analysis will target those questions.

#### **1. Is the disaggregation formula currently used by GOG/MOE appropriate?**

The formula for disaggregating primary education expenditures from the Ministry of Education's recurrent budget was determined by relating the apportionment of cost-centers containing primary education activities to cost-center activities other than primary education based on the number of teachers, student population, number of vehicles, number of trips to the field, number of workshops and training programs, and floor space and number of buildings. It would be presumptuous to label this disaggregation inappropriate without an extensive, in-depth cost analysis of the activities funded by the cost centers covering mixed activities -- particularly in basic education -- and those cost-centers which are labeled joint votes such as General Administration and Teacher Education. Nevertheless, some questions can be raised regarding the inclusion of some costs as primary education costs in this

disaggregation exercise. First there is the inclusion of kindergarten schools and teachers when primary education is defined as including only grades 1-6, not preschool classes. In 1992-93, Ghana Education Services reported that there were 12,553 teachers assigned to kindergartens at a total salary and allowances cost of ₵10,309,690,439. Also in 1992-93 there were 7092 detached teachers assigned and paid with primary education funds at a total salary and allowances cost of ₵7,773,000,000. These detached teachers are located throughout government (including revolutionary organs) but are not providing teaching services in primary schools. As a result, the inclusion of kindergarten and detached teachers overstates the proportion of MOE budget and expenditures being allocated to primary education. This inclusion was not identified by the disaggregation report of the government and accepted by Peat, Marwick, Okoh.

2. **Are the financial reviews conducted by MOE's contractor (Peat, Marwick, Okoh) valid, reliable, consistent, and useful as a monitoring tool?**

While the financial reviews conducted by Peat, Marwick, Okoh can be described as meeting these criteria for PREP activities, it must be emphasized that these activities represent a relatively small portion of primary education activities in the MOE and the Ghana Education Services.

3. **Did Peat, Marwick, Okoh contribute towards institutional building and sustainability in financial management?**

The firm worked with the PMU/PREP accountant to develop accounting procedures and expenditure controls, and processed the accounts via computer software. Despite repeated recommendations that the PMU/PREP should purchase its own accounting software, the software has yet to be purchased. Thus, while the firm contributed toward institutional building in the short run, it is unlikely that the financial management will be sustainable after the end of the project unless the MOE shows more commitment to improved financial management across the Ministry.

4. **Does the Mission's dollar tracking system meet the USAID guidelines established under the Development Fund for Africa?**

There is in place within the Government of Ghana a banking system with an appropriate paper trail of record keeping ledgers maintained by the Ministry of Finance and Economic Planning and Ministry of Education. Upon review, this paper trail indicates the date when funds in hard currency rate of exchange reached Ghana, and the date when these funds were auctioned and transferred to the Ministry of Education's non-commingled bank account.

With the Government of Ghana's cooperation the Mission has developed an extensive tracking system which more than meets the guidelines established under the

**Development Fund for Africa.** In fact, one might question the extent to which the funds are tracked after they are deposited into the non-commingled local currency account for PREP given that it is non-project aid and given the human and financial resources which are expended in tracking the procurement of goods and services.

The deposit of the dollar tranches in the account opened at Manufacturers Hanover Trust Bank in New York and the subsequent sale of the dollars in the Bank of Ghana foreign exchange auction have had appropriate paper trails. The Bank of Ghana has provided a full accounting and analysis of the individual lots of foreign exchange purchased at the auction of each tranche. Moreover, Price Waterhouse in each of its financial assessment reviews has verified the paper trail of the foreign exchange transactions under the PREP Program Grant.

- 5. Has the USAID contractor (Price Waterhouse) provided appropriate guidance and monitoring assistance and the needed data in meeting the conditions precedent related to budget and expenditure to the Mission?**

Price Waterhouse has met its contractual obligations to audit and monitor the financial aspects of the PREP program through the submission of two annual financial assessment reports: the first on October 20, 1992, and the second on August 3, 1993. In each of these reports the firm has verified that the conditions precedents have been met.

- 6. Is there a plan to institutionalize the disaggregation of the Basic Education budget and expenditure line items to reflect district allocation to primary and junior secondary levels?**

The midterm evaluation team was not able to identify an official plan to institutionalize the disaggregation of the basic education budget and expenditure line items to reflect district allocation to primary and junior secondary levels. An expression of hope by proponents of decentralization within the MOE is that a program to devolve more financial authority to the districts, along with the creation of assistant directors for budget and financial management, will be identified.

- 7. Is there a Ministry of Education policy to maintain budget levels for funding of primary education at not less than the percentage budgeted for primary education in 1989?**

Each year the Ministry of Education presents the calculations and analysis to illustrate that the current year's proportion of the budget for primary education is equal at least to the 1989 level. But the midterm evaluation team has not identified an official policy statement committing to the continuation of funding primary education at that proportion. Yet there is an awareness that primary education should have a major claim on the budgetary resources of the Ministry.



8. Is there evidence of a Government of Ghana policy which clearly designates a minimum of 6% (as a line item for budget and expenditures) of total MOE's Primary Education Budget (excluding funding made available by donors) for the purchase of textbooks and instructional material?

Refer to the letter of August 26, 1992, from Mrs. Vida Yeboah, the Deputy Secretary for School Education, for the PNDC Secretary for Education and to the letter of December 3, 1992, from the Charles Abakah, the Director, International Economic Relations Division, for the PNDC Secretary for Finance and Economic Planning.

### *Financial Sustainability*

The answer to financial sustainability is somewhat elusive at this stage because PREP is so new, and there appears to be differing definitions of the term "sustainability." For example, in Annex 1, "Amplified Project Description" of the *Project Grant Agreement* states: "Financial sustainability, as measured by the Ministry of Education's ability to fund a sound primary education from its own financial resources." On the other hand, the *Program Grant Agreement*, refers to a "financially sustainable primary education system in Ghana by the year 2000." Thus, the second statement avoids the constraint of "its own financial resources." Moreover, in conversations regarding this point, the mid-term evaluation team was informed that from the initiation of the program, financial sustainability has been accepted to be the operation of a sustainable revolving textbook fund and the continued commitment of at least 6% of the primary education budget for the purchase of books and instructional materials. This more relaxed version of financial sustainability will be accepted as the operative definition for this evaluation.

Table 6 lays out the general claims for the financial area with evidence and comment. Regarding financial sustainability the following factors are reviewed and analyzed:

1. **The continued validity of the sustainability analysis of the *Program Assistance Approval Document* (PAAD):** The analysis of the PAAD has been reviewed. At this time there is no reason to fault the procedures, recommendations, and conclusions of the PAAD, even under the worst scenario of 3% annual growth of GDP. PREP initiatives are sustainable. Nonetheless, it is important to review some key economic and financial factors as they unfold midpoint in the program. These are:
  - **GDP Growth:** The annual growth of GDP has exceeded the worst case scenario of 3% each year since 1989. In 1991 and 1993 (projected) it hit 5% or above. The rates for each year are: 1989-5.1%; 1990-3.3; 1991-5.3; 1992-3.9; 1993 (projected)-5.1. All indicators point to financial sustainability regarding the growth of GDP.

*Table 6. Financial Considerations*

Claim	Evidence	Comment
<p>Disaggregation of primary education financial data and stabilization of primary education expenditures</p>	<p>1989-1993 MOE budgets disaggregated to identify primary education financial resources which are to be maintained at 1989 level of 41% of total MOE budget. The proportions for 1990 through 1993 are: 38; 43; 44; 41.</p>	<p>The MOE budget was disaggregated by using a combination of direct budgeted amounts for the primary education subsector as well as amounts apportioned to it from other cost centers on the basis of formulas agreed to by Peat Marwick Okoh. Unless there is a new accounts system developed and instituted with primary education cost centers separately identified, the disaggregation of the primary education budget will be inexact and questionable. Moreover, the separation of primary education from basic education flies in the face of the 1987 reforms. In addition, there are salaries and other expenses related to kindergarten classes which are allocated to primary education. Also a considerable number of detached teachers, who are teachers paid from primary education funds but who are not assigned as teachers to a class, is included in the disaggregated budget.</p>
<p>Allocation of at least 6% of primary education budget, as identified by above budget disaggregation exercise, by 1993 to instructional materials.</p>	<p>In 1992 5.25% of primary education budget was allocated for primary education instructional materials and increased to 6.1% in 1993. Policy statements issued by MFEP and Ministry of Education on 26 August and 3 December 1992 to confirm the continuation of allocating a minimum of 6% of primary education budget to instructional materials.</p>	<p>The lion's share of these budgeted funds (99%) are in the basic education budget which requires an apportionment to primary education. It is very difficult to confirm whether the amounts apportioned to primary education are indeed expended in that subsector.</p>

*Table 6. Financial Considerations (Continued)*

<b>Claim</b>	<b>Evidence</b>	<b>Comment</b>
Support of Ghana's Economic Recovery Program.	Five tranches of dollars to be auctioned over the life of the program to provide foreign exchange support.	The sale of the dollars in the auction supported the importation of raw material inputs, spare parts, and capital equipment for 59 separate allocations in the 1991 tranche, 79 in the second tranche, and 210 in the third tranche.
Creation of separate dollar account into which the tranches are to be disbursed. Funds will be auctioned through the foreign exchange auction administered by the Bank of Ghana.	Account opened at Manufacturers Hanover Trust in New York and first tranche of \$4 million disbursed in January 1991; second of \$7 million, January 1992; third of \$8 million in January 1993. Auction of funds in 1991 took place in March while in 1992 and 1993 the auctions were immediately upon disbursement in January.	Auction of dollars and transferral of cedis to PREP program uneventful upon fulfillment of conditionalities.
Creation of separate accounts for local currency to be deposited to be used to support PREP activities and not to be commingled with other MOE funds.	Accounts opened at Agricultural Development Bank in Accra and proceeds from first tranche credited to account on May 7, 1991.	At the Agricultural Development Bank, account number 19497, MFEP/PREP, opened for the proceeds of the auction to be deposited and account 19496, MOE/PREP opened for funds to be made available for spending by MOE upon approval by USAID of PREP budget.
Revolving Book Fund into which book fees are deposited to sustain provision of books and instructional materials.	The School Revolving Account for Provision of Stationery Needs was opened with the Ghana Commercial Bank, High Street Branch in June, 1987. The balance in the account on August 31, 1993, was 1,794,120,355.28 Cedis.	At the end of August, 1993, over 1.2 billion Cedis were outstanding and had not been deposited into the central revolving book account. Unpaid balances may have to be deducted from budget allocations.

*Table 6. Financial Considerations (Continued)*

<b>Claim</b>	<b>Evidence</b>	<b>Comment</b>
Review criteria for establishing proration of MOE Budget heading and subheading and evaluate their continued validity given previous year budgeting and expenditure figures.	First review and acceptance carried out by Peat Marwick Okoh report "Report on Basis for Disaggregation of Primary Education Expenditure from the Total Ministry's Expenditure," July 1992. Subsequent review presented in Peat Marwick Okoh's "Primary Education Programme (PREP) Midterm Review," October 1993.	The inclusion of kindergarten teachers and detached teachers as being allocated to primary education is not identified in these reports.
Evaluate local currency programming, budget, and expenditure data.	Carried out regularly by Peat Marwick Okoh and Price Waterhouse.	No seriously improper procedures identified.
Five annual financial management reviews conducted by independent accounting firm.	Price Waterhouse contracted to undertake these reviews. Second review submitted on August 3, 1993.	Major finding that 41 million cedis in interest is yet to be transferred to the MOE-PREP account from the MFEP-PREP account. Otherwise, the accounting of revenues and expenditures of PREP met the auditing standards used by PW.
Financial sustainability as measured by the Ministry of Education's ability to fund a sound primary education from its own financial resources.	MOE maintaining 1989 level of 41% of total recurrent budget for primary education and increasing proportion of primary education budget earmarked for instructional materials to at least 6% by 1993.	The realities of Government of Ghana's ability to generate revenue to support its recurrent expenditure programs has brought into question the ability to support primary education from its own resources. The 6% allocation of the primary education budget for 1993 to instructional materials may have used external budget support for recurrent expenditures provided by donors.

- **Government revenue (excluding grants) as a proportion of GDP:** This factor determines the ability of government to fund its programs. If this ratio declines without a sizeable corresponding increase in GDP, there is downward pressure on government spending unless deficits are incurred. In the PAAD this proportion was assumed conservatively to stay at 14% even though the World Bank was estimating it to be in the range of 16%. Unfortunately, this proportion has not reached 14% in any year. According to the latest data provided by the Policy Analysis Division of the Ministry of Finance and Economic Planning, the proportions have been as follows: 1990-11.7%; 1991-13.8%; 1992-11.0%. The impact of this decline has resulted in the GOG having to revise its budgets and expenditures downward. In the current year, the primary education personnel expenditures were protected but other line-items were reduced by 30% with the exception of the budgeted amount for books and instructional materials in order to meet the conditionality of 6%. Other line-items outside of personnel were also slashed. In the revised 1993 budget for Ghana Education Services, salaries and allowances are absorbing 92% of the budget while in primary education they represent 94%. If these conditions continue, the danger is that other line items such as maintenance, repairs, and renewals will be crowded out. Currently, these items account for only 1% of the Ghana Education Services allocation. Thus, financial sustainability for a sound primary education system may become questionable if the government revenues as a proportion of GDP do not return to 14% or above, or if the government increases the share of the total budget for primary education.
- **Education as a proportion of GDP:** In 1988 this proportion was 3.6%, and it has not increased above that level, in fact falling to 3.5% in 1989, to 3.0% in 1990, and 3.1% in 1991. To sustain Ghana's investment in human resources, this proportion must grow to a minimum of 4%..
- **Proportion of Total GOG Recurrent Budget going to Education:** Using the total government expenditures less debt service and development expenditures, this proportion has not climbed above 38%, as it did in 1993 (though there is hope that it will increase to as high as 42%). The PAAD assumed 38%, hence this factor is in the range for financial sustainability if it is maintained.
- **Functional Classification of Central Government Expenditure as a Percentage of Total Expenditure:** In this broader comparison, education accounted for as high as 25.7% in 1988, but it mirrored the drop in the proportion of GDP going to education, going to 23.0% in 1991. If Ghana is to sustain its primary education system, this proportion must reverse its decline also.

- **Proportion of Ministry of Education Budget going to Primary Education:** By using the accepted disaggregation of the MOE budget, the Ministry has demonstrated that primary education has maintained the proportion of 41% of the budget it was allocated in 1989 during the PREP, climbing to 43% in 1991, 44% in 1992, and 41% in 1993. The conditionalities of PREP are being met in this regard and the assumptions of the PAAD are also satisfied. It is important to note here that according to the October 2, 1993, edition of *The Economist*, the mid-1980s World Bank study, "The East Asian Miracle," showed that Indonesia, South Korea, and Thailand devoted more than 80% of their education budget to basic education.
  - **Student/teacher ratios:** If the goal of 40:1 is not achieved by 2000, the financial sustainability of the primary education system as envisaged by PREP can be impacted. At this time, it does not appear that the goal will be reached. In budget preparations for 1994, GES is still using its 1991 student/teacher target of 30:1 for one class, with a maximum of 35 students when 2 classes are combined, and a maximum of 25 students when 3 classes are combined. In 1992-93 the student/teacher ratio was just under 28:1. This is a much more complicated issue than implied in the design case. More important than meeting the 40:1 ratio is the distribution of student/teacher ratios. Many rural sites can not handle the higher ratio.
2. **The allocation of 6% of the disaggregated budget for primary education to be earmarked for textbooks and instructional materials:** The Ministry of Education, with the support of the Ministry of Finance and Economic Planning, is ensuring that this support is built into the budget. As stated above, officials in both ministries are on record as confirming that it is the policy of the Government of Ghana to maintain this level of support for textbooks and instructional materials.
  3. **The continuation of a viable revolving textbook account:** As discussed above, this account is called the *School Revolving Account for Provision of Stationery Needs* and was created in 1987 as part of the World Bank education project. The account has a potential balance of approximately c3.0 billion, if the money in the pipeline is included. Given that the outstanding balances are promptly deposited, the balance earns competitive interest, and the fund is properly managed, the fund will contribute toward continuing financial sustainability of the primary education system.

### *Economic Benefits of PREP*

The social benefits to investment in primary education have been universally accepted by economists analyzing the impact of investments in education. In the preparation of the PREP PAAD it was projected that this program would result in a 26 percent social rate of economic return. That projection was developed using a widely accepted methodology, and

there are no current data or studies available in Ghana that would change the estimated social rate of return. Moreover, Psacharopoulos and Woodhall (*Education for Development, An Analysis of Investment Choices*, published by the World Bank in 1985, p.58,) report that the social rate of return to investments in primary education in developing countries is 27 percent. More recently, a 1988 World Bank Policy Study *Education in Sub-Saharan Africa, Policies for Adjustment, Revitalization, and Expansion* reported that a study in Kenya, calculated an average rate of return to primary education at 17 percent, which is still an excellent return on investment. From these examples, it is obvious that PREP, with its focus on primary education, meets the test for social economic rate of return.

At the same time, it should be reiterated that the PAAD observed that a complete examination of the rates of return to education in Ghana could be an important task under PREP and would make a major contribution to educational policy. A visit to ISSER at the University of Ghana, Legon, confirmed that there is no known research being done in the area of the economics of education and the rate of return to education in Ghana. Better estimates will require better data, and improved studies are unlikely to result unless the quality of the data is given careful attention.

Another set of economic benefits, that should accrue to PREP, resulted from the infusion of foreign exchange at the Bank of Ghana auction as part of the support to the Economic Recovery Program. Although it is impossible to precisely measure employment and income effects of the support of importation of raw materials, capital equipment, and other inputs for the Ghanaian economy, it can be asserted that they are extensive. There is little doubt that PREP is a valuable addition to Ghana's resources.

In addition, textbooks procurement management by PREP has provided the impetus to develop a book publishing capability in the private sector, which in time will be publishing quality educational materials. This was initiated by requiring that textbooks and other educational materials under PREP be published locally if possible. The fledgling firms have been given assistance through partial advance payments, enabling them to purchase equipment and supplies for publishing the books. This publishing activity will have a multiplier effect on the creation of jobs and income in Ghana and will be an economic benefit that should accrue to the PREP. There is clear progress in this area, and PREP can take much of the credit for the development.

### **Policy Context for the Implementation of PREP**

This section will focus on the policy context behind PREP's implementation. It will provide insights and lessons regarding policy leverage through conditionalities. It will deal with the specific policies enacted, their monitoring, and the overall nexus in which policy formulation takes place.

Four policies underlie the systemic reform advocated in PREP:

1. Decentralization
2. Equity improvement
3. Increased proportion of educational expenditure to be spent on primary education
4. Increased proportion of recurrent educational expenditure to be spent on primary teaching materials

These policies are meant to be implemented into an education system where planning, management, and supervision have been strengthened and where the ultimate goal of increased student learning is the outcome of establishing a reformed Ghanaian primary education system.

As emphasized in the introduction to this report, evaluation is not simply a stocktaking of the program's objectives. The bulk of reports that have crossed our desks are comprised of monitoring the progress of the project. It is easier to monitor physical inputs such as textbooks, teaching aids, or numbers of trained teachers than it is to monitor or evaluate educational policy. It is also easier to look at whether policy implementation was enacted than to catch a glimpse of how policy was formulated or whether the basis for further policy formulation is in place. In this evaluation, we will first examine the evidence put forward by the various PREP players. Then we will examine who is running the show, what the players have accomplished, and what the future holds.

### *Educational Policy Reform in Ghana*

It is clear from the recent history of educational policy reform in Ghana that policy conditionalities in PREP emerged not as new ideas but as continuations and further reinforcements of educational initiatives already undertaken. Policy guidelines for educational reform were laid down in 1986 by the PNDC Secretary for Education. These included:

- Cycle changes: 9 years of basic education to be introduced in the context of a reduction in pre-tertiary education from 17 to 12 years
- Principal superintendents to be appointed as substantive heads of primary schools
- P1-P3 to be taught in a Ghanaian language
- Teacher training to emphasize skills over academic knowledge.



Some of these initiatives were long in coming and had their origins in the Dzobo Committee Report of 1974, i.e., the shortening of pre-tertiary education. This initiative was further reinforced by an agreed conditionality of the first World Bank educational loan, EdSAC I. Similarly, the conditionality of PREP that primary education be targeted for increased educational expenditure was a follow-on from an EdSAC I conditionality that gave special importance to basic education. Educational reform did not begin with PREP. It was already in hand, and the antecedents of the policies nurtured under PREP set the pace of reform.

The decentralization of the education system -- a conditionality of PREP -- was set in motion in 1988 as part of a larger move by the PNDC to decentralize political and administrative authority in Ghana. *P.N.D.C.L. 207 Local Government Law*, 1988, set forth district-level departments to be established under the newly-empowered district assemblies. The Ghana Education Service was first on the list. The educational responsibilities of the district assemblies were made explicit, putting them in charge of establishing new schools, posting and disciplining teachers, and supervising primary and middle schools. The role of local authorities in educational provision was not new. There had been a tradition -- dating back to the 1951 *Accelerated Development Plan* -- of local authorities using communal labor and providing and maintaining buildings and school grounds.

Before PREP certain structures were in place for policy formulation and implementation that were outside conventional bureaucratic lines, namely (1) the Project Management Unit (PMU), which was set up as a conditionality of EdSAC I, and (2) the National Committee for the Planning and Implementation of School Reforms. This latter committee, from all that we have been able to gather, constituted the life-blood of the educational reform, taking responsibility for policymaking within the Ministry of Education and, in turn, relying on the PMU for implementation of the policies laid down. Without being able to pinpoint definitively the origin of these 'extra'-ministerial bodies, it has been suggested that they were essential in order to avoid inertia, as well as corruption, of certain parts of more conventional lines of authority.

The other policy conditionalities of PREP meshed well with their antecedents. Equity considerations, at least with respect to the North/South regional disparities (if not to gender disparities) had been addressed from an early time with the introduction of scholarships and textbook stipends granted to pupils from the North (albeit at post-primary level). This is not to say, however, that an equity improvement policy as such predated PREP. Specifically, further focus of PREP on primary education as well as on instructional materials, are logical sequiturs to the EdSAC I conditionalities of improved educational quality and expansion of access to education.

### *Policy versus Implementation*

NPA, relative to project assistance, is meant to be a hands-off exercise, putting program personnel into the role of influencing policy and programs indirectly through

conditionalities rather than directly through projectized elements that can be tracked to measure progress. This is extremely frustrating for those with the desire and the capability of jumpstarting a system, because of access to and control over the disbursement of funds. The donor is faced with the classic dilemma of wanting to ensure success, but not trusting the system to produce the goods at the end of the day. The program has to work in a system intended to change as a result of the intervention, but whose present inertia portends failure. As a result, it is quite common to develop parallel institutions to ensure success, monitor progress, and derive a common purpose to be inculcated and acted upon as long as the funds are sustained. Unfortunately, the result of establishing such successful parallel institutions is often that the mainline institutions themselves are not changed in the process. Thus while there may well be qualitative improvements in educational delivery at the end of the program, the system for maintaining these improvements and renewed policies is not changed. PREP is addressing this problem, slowly integrating its operational components in the GES, but there is still a long way to go. Much of PREP's success is attributable to its independent status. The path ahead to the integration of activities and functions will be a much more difficult development task.

Evaluating alternative means to accomplish qualitative educational improvements is a hazardous task bounded by uncertain answers to scores of *what if* questions. The implementation of educational reform may well be a success in terms of the immediate objectives of the program, e.g., increased numbers of instructional materials in the classroom, increased numbers of trained teachers, increased decentralization of educational administration. But judgments as to the success of the program will have to go outside such measurable results. This is the objective of this chapter, to examine the evidence put forward for the success of policy formulation and implementation under PREP, and then to evaluate where PREP is headed in terms of the broader goals of Ghanaian educational reform. Three elements of the policy package will be dealt with in this chapter: (1) the equity improvement program, (2) the decentralization initiative, and (3) monitoring and evaluation as it contributes toward policy formulation and implementation. The previous section, which deals with financial considerations, covered the two budgetary policies that are PREP conditionalities.

#### *Equity Action Plan: From Pilot Projects to Policy*

One of the conditionalities of PREP is that an equity improvement policy for primary schools be implemented. This is a condition precedent to the fourth tranche disbursement. The mid-term evaluation occurs prior to the fourth tranche, so it is appropriate and timely that such a policy be examined. Prior to this stage, various pilot projects were tested, a condition precedent to the second tranche disbursement.

Table 7 details the rationale, claims, and replicability of the eight pilot projects used to test approaches toward promoting more regionally equitable enrollments and better opportunities for girls to attend and remain in school. The emphasis on equity presupposes that social attitudes about the value of schooling in general, and for girls in particular, are

Table 7. Equity Improvement Pilot Projects at Primary Schools

Pilot Project	Rationale	Outcomes and Sustainability
<i>Scholarships for Girls</i>	Direct impact on female participation in primary schooling. Assumes that a major reason for low participation in the North is financial. Four schools and 357 individual awards in '91-92, and 492 in '92-93.	Girls' enrollments have risen between 14-60%, but the program is not being expanded and will likely be dropped because it is too expensive, particularly to move to system scale.
<i>Community Involvement</i>	Involvement of community by bringing parents into the schools as guest instructors to promote continued interest and participation in the educational process. Indirect effect on equity. Assumes that if parents are involved they will send their children to school. Initiated in 4 schools across 4 districts. Selection of schools may be biased because the District Directors may select the best ones to provide them with the extra resources of the EIP as a reward for their interest.	Enrollment increases were modest, 10-15%, but increased community activity in support of the schools is claimed. This initiative will be folded into other projects as an important component.  Support from chiefs and their councils tends to be mixed. The most successful District Directors and Headteachers rely on judicious use of district representatives and chiefs, each getting needed support.
<i>Furniture for Schools</i>	Indirect effect on equity. Assumes that parents are more likely to send their female children to schools that are well equipped and/or that a well-equipped school will preclude the necessity of providing it for the child, which will impact on female participation if there are many children and limited finances. Provided desks and chairs for students at 5 schools; expanded to 10 schools in '92-93.	Enrollment increases were variable (1-15%), but increased enthusiasm of teachers and parents for the project was claimed. Public, community meetings expressed their appreciation for the equipment to the Evaluation Team.

Table 7. Equity Improvement Pilot Projects at Primary Schools (Continued)

Pilot Project	Rationale	Outcomes and Sustainability
<i>Basic Learning Materials for P1-P6 for Schools</i>	Free textbooks and writing materials were provided to all students in 4 schools in '91-92 and '92-93. Although this directly effects school instructional capacity, it only indirectly addresses participation inequities. The assumption is that more girls will be permitted to attend if no costs accompany their participation in school.	The effect on enrollments was variable (5-22%). Since PREP is going to be distributing texts to all schools, this pilot will be expanded accordingly, although writing materials will have to be purchased and small book fees paid by parents.
<i>Remote Area Incentive Package</i>	Providing means of transport, bicycles for teachers and motorbikes for Headteachers, as an incentive for them to stay and work in the remote areas. Six schools were involved the first year and 25 in '92-93.	Increases in enrollment averaged 17% with little variation. This intervention should be monitored by examining the rate of teacher absenteeism (possibly using Headteachers' records). Incentives will be replicated and school participation increased -- probably with a revolving fund for purchase by teachers.
<i>Increased Retention Competition</i>	Competitions were set up within 5 districts among a total of 21 schools to increase enrollments and pupil retention, awarding a cash prize to the winners. Pilot expanded to 25 schools in '92-93. The awards were based on figures for dropout rates, pupil and teacher daily attendance, and community activity, as well as enrollment. Only enrollment data were available for the evaluators. The competition assumes that schools will actively encourage retention and that they can influence it.	Percentage retention ranged from 70-98% among the winning schools.

*Table 7. Equity Improvement Pilot Projects at Primary Schools (Continued)*

<b>Pilot Project</b>	<b>Rationale</b>	<b>Outcomes and Sustainability</b>
<i>School Library</i>	The purpose of this scheme is to encourage pupils to learn to enjoy reading and to improve their reading skills. Indirectly, the improvement in quality is expected to attract more female pupils to school and keep those already in the system. Each school was supplied with 2 cupboards, 150 books for P5 and P6; 11 schools were involved, 6 in the North.	The provision of libraries met with delays in procuring books. The Ghana Education Service has instituted the policy to establish school-based libraries in all basic schools.
<i>Remote School Housing</i>	Fifteen Headteachers' houses were built across the Regions. The purpose is to attract and retain qualified Heads in remote areas. Agreements were signed with 15 District Assemblies. Additionally, in the new housing pilot, 25 low cost building units for teachers in underserved areas will be built, with 13 in the North.	Houses commissioned between December, 1992, and September, 1993.

Source: Manu, S.Y. (October, 1993). *Equity Improvement Programme (EIP)*. Accra: PREP.

the main obstacle to overcome and that economic imperatives (poverty) constrain community ability to support education and send their children, again especially girls, to school.

Short-term technical assistance, provided in 1991, was used to identify low-cost short-term activities that could be undertaken to test effects on school enrollments. The activities were:

- Offering scholarships for girls in schools selected in areas of low female enrollment
- Providing means of transport -- bicycles for teachers, motorcycles for Headteachers -- as an incentive for them to stay and work in remote areas
- Building houses for Headteachers and trained teachers in remote areas with poor local housing
- Providing desks and chairs for students (who would otherwise have to bring their own or do without)
- Providing a free set of text books to every student in selected schools
- Providing libraries of 300 books in lockable cases
- Engaging in community outreach and bringing parents into the schools as guest instructors to promote more active community involvement in schools
- Setting up competitions between groups of schools to increase enrollments and pupil retention, awarding a cash prize to the winners

The claims made by PREP for the success of the pilot projects are difficult to fully substantiate from the data they present. Some of the evidence is conflicting. For instance, it is supposed that girls' enrollments have risen by about 40% in the year of impact of girls' scholarships, but actual increases in enrollment per the PREF evaluation report for E.I.P projects are shown to be between 52% and 84% across three of the four affected schools. This is in contrast to the prior enrollment growth rates in these schools of between 9% and 38%. Similarly, it is reported that pilot schools receiving furniture experienced enrollment increases of between 1 and 15% in the year affected. The same report illustrates that on average there was 2% growth in enrollment in the affected year over three schools involved, in contrast to a prior average enrollment growth of 20%. In any case, the enrollment data are difficult to validate.

A panoply of reasons are cited by PREP staff for the disparities observed in the 1990/91 annual educational census data: economic hardship, geographical remoteness, gender discrimination, Islamic influences, shepherd children's circumstances, unauthorized fees, insufficient textbooks, complexity of curriculum, language problems, ineffective use of instructional time, and large class sizes. Some of the reasons relate to the more general decline in educational quality in Ghana and how clearly this has affected the demand for education. Other reasons are truly regional in origin, such as geographical remoteness or the problems of shepherd children's education, and would require targeted approaches for the particular circumstances, just as changes in gender discrimination are unlikely to culminate from general quality improvements alone.

A pilot research study by UNICEF (*Action Research to Determine Reasons for Non-Enrollment and Dropout Among Primary School Pupils*, 1993) pinpointing additional classroom contextual issues contributing to non-enrollment and drop-out merits further attention and would call for quite different approaches than those taken by the PREP pilots which, for the most part, concentrate on physical resource inputs to equalize imbalances. Other factors highlighted include "a dislike of both school and the teachers, especially the poor quality of teaching, combined with a feeling of failure, coming from the child's perception of his/her own inability to learn." This could be due to several reasons, including that "the child does not comprehend what is being taught because it is too difficult or in a different language (often in English) to the child's mother tongue, slow learners (dull children) being made to feel inadequate and discouraged in school by peers and teachers, not knowing how schooling will benefit them (as even educated people have no jobs), school being boring (because the teachers are disinterested in teaching and caring for the children)."

Table 8 details the evaluations made by the PREP staff of the implemented pilot projects. The indicators used were:

- Enrollment growth
- Retention rate
- Teacher growth rate and percentage increase trained
- Community involvement

The claims made by PREP indicate that the equity improvement pilot projects were successful. This may well be the case, but we suggest that the appropriate questions are not being asked to evaluate these projects. If one is trying to ascertain whether particular pilot projects are yielding positive results, it is not sufficient merely to compare statistics for these schools post-pilot with pre-pilot. The set of pilot schools need to be compared with non-pilot schools, for after all, one is trying to isolate whether the particular intervention made any difference, relative to those schools not afforded the opportunity, and further, whether the intervention made any difference above and beyond already existing trends in whatever statistics are being examined. (Allowance will also have to be made for the growth in the six-year-old age cohort to compare enrollment increases with the numbers in the districts

*Table 8. Implemented Pilot Projects and Claims*

Claim	Evidence	Comment
Enrollment has generally been increasing steadily in almost all the pilot project schools since 1989/90.	Indices of enrollment growth computed with reference to 1989/90 for sample of pilot schools in each region.	Basis of comparison is faulty. Need to be able to compare earlier trends with present, non-pilot schools with pilot.
The rate of retention is generally high for both boys and girls in all the project schools.	Enrollments for each primary class at 25 pilot schools were tracked annually from 1987/88 through 1992/93.	Compared to what? No comparison with non-pilot schools. Very hard to compare year by year retention figures without totally reworking presentation of statistics.
The number of teachers serving in the project schools is growing, and the trained ones among them is also going up steadily.	Numbers of teachers having different sorts of qualifications were tracked from 1990/91 through 1992/93.	Unnecessary duplication of statistics collected by PBME with greater detail not put to good use. No comparison with non-pilot schools. Can not judge whether "trend" is significant over such a short period.
Community involvement in the schools is generally favorable.	Responses to questionnaires rating 16 types of community involvement were categorized and reported	No basis of comparison with non-pilot schools. Arbitrary categorization of high, moderate and low involvement. Untenable "conclusion" re: which projects induce greatest community involvement.



that should be absorbed.) The choice of indicators to track is reasonable, if incomplete, though the duplication of effort in collecting statistics already collected by the Ministry of Education's Planning, Budgeting, Monitoring, and Evaluation Division in their annual educational census is unfortunate.

In addition to student retention, teacher retention should also be monitored. Is there a difference in the schools' ability to retain teachers after the pilot intervention? What about performance on the CRT? It would be useful to compare the pilot with the non-pilot schools (see the later section on the CRT testing results for 1992). Further, qualitative data collection might be carried out at the pilot schools to investigate changes in the classroom after the interventions have had more time to take effect. Enrollment and retention figures are important, but very partial indicators of the success of pilot projects intended to ameliorate inequities in the Ghanaian educational system.

Our main concern is that a huge effort has been made in collecting and assembling statistics on the pilot schools; but it seems there was no evaluative plan developed before data were accumulated. The exigencies of USAID's information needs and its tracking requirements, as a result, have possibly swamped the deeper reflection that should otherwise occur in a more integrated structure in which the project's success was less important than its contribution to the educational reform's success as a whole. With the early evidence on success of the pilots, perhaps PREP can now turn its attention to working more closely with the district and PBME offices, and design better evaluation plans for the assessment of useful strategies.

The purpose of testing a panoply of differently targeted equity improvement pilot projects was ostensibly to contribute to the formulation of an equity improvement policy. Unfortunately, although there are statements in PREP documents that appear to be policy, it is difficult to sort out what constitutes an official policy and how one should be created and become official. In vain we tried to find ministerial statements concerning targeted equity improvements. Indeed, the information flow that would put disparity awareness on the policymaker's agenda is simply not evident, either with respect to the documentation put forth by the PREP staff or from the PBME itself.

Table 9 details the evidence garnered by PREP staff in support of the existence of an equity improvement policy.

Table 9. Equity Improvement Policy: Claims, Apparent Evidence and Comments

**General Claim**

The Equity Improvement Programme (PREP) has prompted the GES and the MOE to make decisions or issue administrative instructions to the district and regional offices of the GES in order to remove disparities to promote effective teaching and learning in basic schools; these are eventually equity policies to help in administration of education at the basic level.

Claim	Evidence	Comment
<i>Access to Education</i>	<p><b>Compulsory Attendance</b> Each District Assembly shall provide school accommodation and free tuition to all children of school-going age resident within the school district. Compulsory attendance of 6-15-year-olds else parent/guardian liable to fine.</p> <p><b>Awareness Campaign</b> MOE sensitizing District Assemblies and District Education Officers to carry out public education to motivate communities to show interest in the education of their children.</p> <p><b>Financial Break</b> P1 and P2 children exempted from payment of textbook user fees.</p>	<p>Nice if enforceable, but without financial assistance, many district assemblies are incapable of ensuring adequate provision of places. Without positive discrimination in favour of least developed districts, unlikely to succeed.</p> <p>Laudable, needs targeting to those most affected.</p> <p>Assumes textbook fees are main hindrance to starting school. Not an equity policy as applied across the board.</p>
<i>Increased Instructional Time</i>	GES directive extending instruction by one hour to 5 hours/day.	Not an equity policy, applied across the board.
<i>Increased Physical Access</i>	<p>MOE provides assistance to needy communities with pavilions, roofing sheets, cement and dual desks.</p> <p>Shift system continued.</p> <p>New schools opened so distance not greater than 5 km to school.</p>	<p>Excellent, but: Details of disbursements? How extensive? How selected? Sustainable, with what funds?</p> <p>Will extend use of facilities, but is not equity policy, applied across the board.</p> <p>Funding? Coordinated selection of sites with local districts based on appropriate criteria?</p>

*Table 9. Equity Improvement Policy: Claims, Apparent Evidence and Comments (continued)*

<b>Claim</b>	<b>Evidence</b>	<b>Comment</b>
<i>Reduction in Number of Taught Subjects</i>	Reduction from 9 to 6 subjects	Not equity policy, applied across the board.
<i>Further Increased Instructional Time</i>	School term extended from 36 to 40 weeks - evidence?	Not equity policy, applied across the board.
<i>Attendance</i>	Every headteacher must keep accurate records on enrollment, retention, and drop-out. 60% attendance required for pupil promotion. 90% attendance for teacher salaries.	Will facilitate pinpointing problem areas.
<i>Textbooks and Instructional Materials</i>	PREP provision of textbooks in primary schools.	Not equity policy, applied across the board.
<i>School Library</i>	GES to promote communities to establish libraries; some funds from GES.	Not equity policy, applied across the board.
<i>Allowances To Teacher Trainees</i>	Numbers increased dramatically at teacher training colleges.	Unless postings of trained teachers are targeted, this policy will augment the pool of trained teachers but not necessarily locate them in the neediest areas.
<i>Language</i>	Use of Ghanaian language as medium of instruction in first three years of primary school.	Assumes children put off by English or other foreign tongue. Important that monitoring of implementation occur to ensure desired effect.

*Table 9. Equity Improvement Policy: Claims, Apparent Evidence and Comments (continued)*

<b>Claim</b>	<b>Evidence</b>	<b>Comment</b>
<i>Accepting Postings to Remote Areas</i>	<u>Teacher Housing</u> 1,983 teachers' houses to be constructed in selected remote areas under EDSAC/II.	Targeted, appropriate, should be monitored carefully for effects.
	<u>Honouring Teachers</u> District Directors to identify deserving and hardworking teachers for district and national awards.	Unless targeted to service in remote areas, not equity policy.
	<u>Payment of Allowance to Teachers in Difficult Areas</u> The GES will institute some measures to pay special allowances to teachers in deficient areas. GNAT proposal accepted in principle.	Excellent, should be monitored carefully for effect.
<i>Community Involvement</i>	School management committees to be established in all schools.	Not equity policy, as applied across the board, but could galvanize efforts in needy areas.
<i>Budgetary Allocation</i>	Percentage share of GDP devoted to education increased and proportion to primary education.	Not equity policy.

Out of 20 so-called 'policies,' only six would qualify -- if there is evidence to justify them -- as moving in the direction of an equity improvement policy. The remaining fourteen items are geared toward overall improvements in the education system, irrespective of disparities across the country. These six include:

- Assistance to needy communities
- Opening new schools within 5 km of pupils' homes
- Attendance records enforced (will help to pinpoint trouble spots if used properly)
- Use of Ghanaian languages in P1-P3 (monitoring and enforcement could help retention in early years, though it is a general policy)<sup>6</sup>
- Teachers' houses built in remote areas by World Bank (on stream)
- Special allowances to teachers in remote areas (evidence?)

As in the case of the use of Ghanaian languages, it may well be that improvements or changes across the whole system will reap particular benefits in those particularly under-represented areas, but it is not clear that an equity improvement policy is on the books when a more general school improvement policy is what is being enacted. No doubt there will be substantial spin-offs in terms of increased enrollments and increased retention from more general improvements in school resources, but this is not the same as embarking on an equity improvement policy.

Another observation concerns the selection of districts and sites for the equity improvement pilot projects. The equity improvement program has a national orientation, rather than a focus on regional and gender inequities. There appears to be little added emphasis on the relatively under-resourced, northern regions. Fifty-five percent of those schools selected for libraries are located in the northern regions, 60% of those receiving furniture, 56% of those receiving bicycles; 8 of the 15 original teachers' houses were built or commissioned for the northern regions, and similarly 13 of the 25 of the new batch of houses have been commissioned for the North. This was apparently necessary because there are inequities within the regions, and PREP had to be sensitive to political pressures.

If we step back for a moment from the evidence that is garnered in support of there being an equity improvement policy and ask what evidence should be gathered to make a

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<sup>6</sup> This ties in with the finding of the UNICEF pilot study that children are put off school because of not understanding a foreign language (e.g., English).

case, it will become clear just how far from desirable is the flow of information, and how inattentive are the policymakers. If one were concerned with educational disparities, the information that one would call for would include:

- Comparative statistics on net enrollment figures by district, broken down by gender
- Comparative statistics on retention between all primary school classes, broken down by district and by gender
- Comparative statistics on physical resources at schools by district (e.g. classrooms/pupil, watertight classrooms/pupil, textbooks/pupil, desks/pupil, distances travelled by pupils, etc.)
- Comparative statistics on teachers' qualifications and experience by district
- Comparative statistics on CRT broken down by district, broken down by gender

Monitoring such statistics annually would enable one to gauge whether disparities were increasing or decreasing as a result of any targeted interventions. Data analysis of the annual educational census data is two years behind within the PBME Division and thus is only of retrospective use. The lack of timeliness as well as the unconnected presentation of statistics leads one to believe that data are not being produced for policymakers, but rather for the archives. In the absence of any official policy statements concerning equity, the many needs of the system seem to outweigh any immediate considerations for targeted equity initiatives. This puts the equity improvement conditionality in quite a different position from the others in which the leverage applied by USAID simply reinforces a direction already taken by the Government, for instance, as in the case of decentralization.

### *Decentralization: How Far?*

The decision to decentralize the Ministry of Education predated PREP and was part of a larger program to bring government actors closer to the people ultimately affected by their decisions. The empowerment of the district assemblies fleshed out the idea of decentralization and the new substantive appointments made at the district and school level, together with the training provided through PREP, have helped to make decentralization a reality. From what can be gathered from documentation and discussions as part of this evaluation, the goal of decentralization was to shortcircuit action and bring the actors closer to the implementation site. In Ghana, decentralization of implementation is in the process of being brought about. In other contexts, decentralization could entail decentralization of decisionmaking, or substantive power-sharing; financial decentralization could entail regional self-sufficiency. In Ghana, the goals of decentralization are relatively modest, and progress has been made towards achieving them. Table 10 details evidence of this progress.

*Table 10. Decentralization*

Claim	Evidence	Comment
<p>Decentralization of education has been implemented.</p>	<p>89 of 110 district directors of education appointed. Remaining 21 vacancies to be filled shortly.</p> <p>All appointed district directors have undergone administrative and management training.</p> <p>District directors of education given added responsibilities:</p> <ul style="list-style-type: none"> <li>• Appointment and posting of heads of primary and junior secondary schools</li> <li>• Intra-district transfer of teachers up to grade of principal superintendent</li> <li>• Intra-district transfer of non-teaching staff up to grade of administrative assistant/asst. account</li> <li>• Recommend boards of governors and heads</li> </ul>	<p>Conceptualization of decentralization and concomitant training too limited to inculcate more than deconcentration of tasks formerly carried out at center. As a result, prime advantages of decentralization, e.g. responsiveness to those impacted, minimized.</p>

*Table 10. Decentralization (continued)*

Claim	Evidence	Comment
<p>Decentralization of education has been implemented. (continued)</p>	<p>235 circuit supervisors appointed and trained (further 265 in progress)</p> <p>Restructuring of inspectorate division taking place.</p> <p>SSS operating under district directors of education.</p> <p>Orientation and in-service training courses mounted for all district directors of education, heads, circuit supervisors and classroom teachers.</p> <p>District and regional disciplinary committees established.</p> <p>Logistical resources (e.g. cars, motorbikes, etc.) provided to district education offices.</p> <p>District Education offices equipped with radio communication systems.</p> <p>District depots created.</p> <p>District monitoring assistants appointed.</p> <p>Regional directorates restructured.</p>	



The implementation arm of the Ministry of Education, the Ghana Education Service, has undergone decentralization to the district level, while the Ministry of Education has remained intact and centralized, with the sole exception being the district monitoring assistants. However, even with respect to their position, conflicting evidence was found regarding the practiced lines of communication. They were as often as not through the district offices to the central Ministry.

It may well be a political decision that the message has not been put across that decentralization is so circumscribed. Whether at the center or in the districts, most people interviewed seemed to see the present decentralization of implementation as merely a stage on the way toward deeper decentralization. For instance, although it was recognized that financial decentralization had not occurred, most felt that it was in the cards for the future. However, there were conflicting views on the meaning of financial decentralization. To some it meant budgetary control that stepped outside of the line allocations dictated by the center. To others, financial decentralization entailed local resources funding an increasing proportion of educational expenditure and therefore de facto district control over such a budget. Ostensibly the powers of the district assemblies to raise money could breathe life into such a system, but in practice, the majority of district assemblies are economically non-viable, and thus likely to wield control, at most, over the supplementary amounts allocated to education from their resources. We found limited evidence of such marginal control over financial matters -- e.g. such as in the case of the Akwapim Education Fund -- but no evidence of any likely movement towards substantive financial decentralization.

If one accepts the modest goal of decentralization of implementation, then the district education staff still have a long road to travel to improve the quality of educational administration, insofar as being closer to those affected should improve responsiveness. Despite the training which district staff have undergone, a limited conception of their new responsibilities prevails. For instance, data collection is now the responsibility of the district education office. In the past, such information would have bypassed the district en route to the region. However, the fact of the district's taking such responsibility has not led to any local use of such information, aside from providing the data asked for by the center, such as for calculating annual budgets or teachers' posts based on enrollments. Were the district offices to take an interest in the annual census data for their areas, planning could become a reality at the district level. The statistics collected would be further informed by the local knowledge of the particular schools in question. Judging from the training documents used in the UNESCO/UNDP project, *Strengthening Educational Planning*, this was the idea. Clearly, it is a very long way from being a reality today.

Many other areas of potential district involvement which could bring forth the real value of decentralization of administration similarly fell on deaf ears when broached in interviews. For example, there is an opportunity for district directors to implement their own equity improvement policies, if they so wished. Having the responsibility for appointments and promotions of teaching personnel within their districts, they could, for instance, discriminate in favor of under-resourced areas within their own districts. Similarly,

there are other opportunities for drawing on resources from the center which could be pooled to the advantage of the neediest schools. It would seem that decentralization of implementation is viewed at the district level more as deconcentration from the center, rather than decentralization of responsibilities of the center. As a result, decentralization of implementation is circumscribed by old pathways rather than being revitalized by the new roadmaps. The sustainability of the policies supported under PREP, and more importantly, the goals of the program will be called into question unless new habits are formed at the district level.

### *Capacity for Monitoring and Evaluation*

Judging by the volume of reports produced by the PREP Monitoring and Evaluation staff, there is clearly a strong work ethic present. While these reports tell us the story of what has been happening regarding PREP activities in the districts, the monitoring tasks have not encompassed the evaluations towards which they should be striving. Some attention has already been addressed to the specifics of reporting on the EIP pilot schemes. The inappropriate use of indicators or, indeed, the unhelpful compilation of statistics, from which it is not possible to make evaluations, has been the main criticism attributed to the reports examined as part of this review. It should be noted that this has been as true of the most recent reports of the PBME staff as it has been true for those of the PREP team. Somehow, despite evident capabilities, the direction of some of these efforts has become lost.

A practical illustration of what is meant might help to bring home the point being made. If one examines the *PREP Evaluation Procedures Report* (October, 1993), it is difficult to make any judgments based on Table 1 "Yearly Growth of Enrolment: 1987/88 to 1992/93 (By Sex and Region)." This is because no growth rates are given, only an index, which is based, not on the initial year for which data are reported, 1987/8, but 1989/90. No summary table comparing girls enrollment growth rates over time with boys or by regions is given, so if one wants to make the comparisons, one has to pore over each figure and virtually work them out. Compare Table 1 with the following Table 11, derived from the data presented for the first three regions, but which, in its new form, facilitates comparisons across regions by gender.

*Table 11. Percentage Changes in Primary School Enrollment 1988/9-1992/3 by Gender in Upper West, Upper East, and Northern Regions.*

	<u>1988/89</u>	<u>1989/90</u>	<u>1990/91</u>	<u>1991/92</u>	<u>1992/93</u>
<b>Upper West</b>					
Total	19.3	17.1	5.7	6.0	-3.8
Male	17.0	14.8	8.8	1.0	-4.3
Female	23.0	20.5	0.0	15.9	-3.0
<b>Upper East</b>					
Total	13.1	29.1	12.3	16.9	14.3
Male	11.3	29.7	7.4	12.3	11.6
Female	16.2	28.2	25.7	27.9	19.9
<b>Northern</b>					
Total	4.5	30.9	20.3	8.0	38.2
Male	3.6	29.3	19.8	4.8	34.6
Female	6.3	34.1	21.7	18.0	47.5

The same sort of criticism can be applied to the most recent reports of the PBME. For instance, the most up-to-date statistics available, the *Report on Basic Statistics and Planning Parameters for Primary Education in Ghana, 1990/91* presents an enormous amount of information but in such a format that if one wanted to compare any statistic across the 10 regions of Ghana, one would have to construct the table, flipping through ten different tables. The reader would have to take responsibility for calculations to compare girls' enrollment rates across regions or growth of P1 enrollments. Information collected in the annual educational census has no real consequences for those responsible for its collection. They do not use it to plan, except in the submission of numbers to the center, from which are derived budgets, over which the districts have (or perceive that they have) little control. Neither is the information used to good purpose at the center. Aside from providing the numbers to drive budget estimates, it would seem that none of the information collected is used to plan the education system. This is despite the fact that some work has gone into producing useful statistics, viz. *Basic Education in Ghana: Early Warning Signals, 1990/91* in which regions and districts are ranked according to useful indices.

There are different ways of 'knowing' an education system. Informal communication lines, no doubt worked in the past and are the paths being rebuilt in the decentralization initiative. For example, it was clear both at the center and at the districts, that most of the people in positions of responsibility had a very clear sense of mission and that their mission was informed through networks of school visits, discussions with supervisors, and so forth. Annual census data collected on those schools visited is not seen as a way of honing in on how 'average' or 'below-average' or 'above-average' that school is in relation to its peers,

nor on tracking its particular trajectory. Suggestions regarding such use of the data collected appeared to be out of the ordinary way of doing things. Yet, it is not possible to manage and prioritize management of hundreds of schools unless one has some indicators that gauge the importance of intervention in particular schools rather than in others. But the notion of intervention, itself, may be circumscribed in the minds of those empowered to make a difference in Ghanaian schools today. Supervision may be about making reports, not helping to teach better. Inspections, therefore, may be about report-cards, rather than improved teaching delivery.

The argument is not to mount a new data collection exercise. The achievement of the UNESCO/UNDP project is that the data are collected. The challenge is to teach people how to use the data to speak for the needs of educational reform, creating stakeholders along the way. There is post-hoc monitoring taking place in different parts of the education system; however, these parts are not necessarily functionally connected. For instance, it is argued that the PMU is integrated within the MOE because of the fact that the majority of staff are GES personnel. We would argue, though, that the collective experiences of individuals are not sufficient to ensure an organization's integrity. Without functional integration, there is not the sense of purpose and of mission that brings individuals together. This lack of connection of the PMU's monitoring and evaluation staff, in particular, has enabled them to fulfill more of the purpose of the USAID's tracking needs than of the Ministry of Education's need to monitor and evaluate PREP as part of the wider educational reform. Reflective judgments are not a part of the monitoring and evaluation reports submitted by the PREP staff for this mid-term evaluation. The disarticulation of the PMU from the MOE, has colored the allegiances of its staff. Instead of the success of the wider Ghanaian educational reform being the driving force, the success of PREP, itself, has become the master.

### *Overall Capacity for Planning and Policymaking*

There is little further that one need say about the overall capacity of the Ministry of Education and of PREP staff in particular for planning and policymaking. The lack of a cohesive planning division of the Ministry of Education has meant that there has not been a strong force pulling PREP staff toward it and providing them with the necessary, wider vision. The changes in the Ministry of Education following the election last year resulted in several reshuffles as well as new faces emerging. It may well be that the dust has not settled, but it would seem that the replacement of the National Committee for the Planning and Implementation of School Reforms by the Ministerial Secretariat has been no more than a change in name. In the near future, there is the hope of a policy body emerging. PREP should do all that it can to assist that body to build the policy framework needed for the future.

*Conclusions: Meeting Program Conditionalities and Relationship to Goals*

PREP was designed to jumpstart the primary education system, and it has begun to do just that. It is very simple to determine whether the conditionalities have been met from the discussion above. For example, it can be concluded that there is sufficient evidence that the GOG has started several pilot projects to improve equity in the primary education system. However, it has been argued that the status of policy to improve equity in the primary education system is unclear. While it is simple to draw these conclusions, what we have been approaching in our discussion above is whether meeting these conditionalities makes the necessary differences to the education system and if not, what can be done about it within PREP over the remainder of the program.

There are two inter-related areas that require attention. First, policymaking and the flow of information supporting it must be institutionalized. The tendency to use informal channels of communication and ad hoc, personalized policymaking must be superseded by the institutionalization of policymaking at the center and at the district level. This is no easy task, as old patterns die hard, and the past tradition of excellence to which Ghana is aspiring is built on these old pathways which serviced a much smaller populace of educational consumers.

The second area that requires attention and will help bring about this institutionalization of policymaking is the decentralization initiative. Putting new life into this initiative has the potential to change the plotline of the play that is being performed. Instead of being directed by the central Ministry of Education, each district will have the opportunity to stage its own show. It has been argued that decentralization, for the most part, has comprised deconcentration, rather than the devolution of power to the district level. As a result, even though there is the aura of change as new appointments are made and the district offices are empowered, the reality is that the paths to the teachers and pupils are merely shortened, not changed. If one nurtures the development of responsibility for policymaking at the district level and the use of information which feeds that policymaking, there is the chance that a new model of Ghanaian education will emerge, strengthened by the local initiatives that will have been made possible.

Is this just pie in the sky? How will such changes be brought about? This is not tinkering at the top with policies controlling physical inputs of resources, but rather, an attempt to change the management behavior of the different actors on the educational scene. Several approaches are suggested. Table 12 illustrates the constraints to policy formulation and some recommendations as to how to overcome them. Giving new lifeblood to the decentralization initiative is put forward as the main route towards breaking out of some of these old cul-de-sacs. A starting point for this 'empowerment' at the district level is to allow districts to cross the boundaries of the line items of their budgets. This would enable the District Education Director to tailor district-wide policies. For example, teachers' promotion could be tied to service in remote areas, or the allocation of additional instructional materials could be targeted at particularly under-resourced schools. Such

**Table 12. Constraints to Policy Formulation and Recommendations to Overcome Them**

<b>Constraints</b>	<b>Recommendations</b>
<p><b>Policymaking the preserve of individuals, concentrated at center and not institutionalized.</b></p>	<p><b>Revitalize policymaking at center by feeding with information from districts and initiate policy dialogue between center and districts. Decentralization a barren exercise consisting of implementation, but not policymaking.</b></p> <p><b>Empower districts by giving them responsibilities for policymaking within their districts. Enable them to move across line items within their budgets.</b></p> <p><b>Monitoring and evaluation post-hoc, consisting of monitoring, but little to no evaluative judgments, not feeding into policymaking.</b></p> <p><b>Establish minimum set of district-level indicators requiring evaluation by district in reports to center. Attach budgetary importance to particular indicators. Information having no consequences - at district or at center.</b></p> <p><b>Information collected for indicators (above) should help to drive evaluative process and creation of stakeholders at district level.</b></p> <p><b>Equity improvement pilots not leading to equity improvement policy.</b></p> <p><b>Data collection for indicators and evaluation at local level, together with attached budgetary importance by center and within district should enliven debate surrounding EIP policy both within and between districts.</b></p>

budgetary powers would enable the district officers to be their own masters in some respects and not merely the servants of the central GES. It is our belief that focusing more power at the district level could have a revitalizing effect on the central ministry as well because it would open the flow of information from the districts to the center beyond requests for information from the center.

Establishing a set of indicators at the district level and requiring evaluations of these indicators to be made by district education offices is another suggested way of placing district decisionmakers closer to the central policymaking nexus. Attaching budgetary implications to some of these indicators would bring consequences to bear as a result of such reports and could go a long way towards revitalizing the flow and use of information. For instance, districts having particularly low access or retention rates could be targeted for additional allocations. These monies could be spent on instructional aids, inservice training, additional qualified teachers, etc. Local analysis based on intimate knowledge of particular schools, together with indicators of where those schools are placed relative to other district schools, should help tailor an equity improvement policy whilst instilling some life into educational policymaking at the local and central levels. These indicators could form the basis for district level planning, something which, if carried out, has been the preserve of the center.

A wealth of educational data is already collected in the annual educational census as well as in inspectors' reports. The need is for better information, not necessarily more data. Some suggested indicators in that would be helpful both at the local and at the central levels, in addition to those already being tracked, would include:

- Pupil retention rates between different primary classes, by gender
- CRT results broken down by sets of objectives
- Teacher absenteeism
- Classroom textbook use
- Pupils per leaky classrooms

Pupil retention rates by gender would enable the district officer to pinpoint schools with particular problems. CRT results broken down by objectives would help not only district officers but also head teachers in supervising their staff and giving them the necessary feedback to improve instruction. Assuming that district level training would be offered (see final chapter), this could also be geared to particular, observed weaknesses. Teacher absenteeism can be checked by the registers now being kept at each school as well as through supervisors' reports. Given the decentralized disciplinary functions of the district education offices, monitoring teacher absenteeism would enable action to be taken.

Given the assumptions that are being made in PREP concerning the physical input of textbooks in the classroom, it would be extremely helpful to be able to monitor their use. It might be possible for supervisors to make a point of noting the actual use of textbooks in the classes they visit on some scale derived to show simply different types and levels of use.

A final indicator that might be used is the number of pupils per leaky classroom. The dilapidated physical infrastructure of many Ghanaian schools has been highlighted. Identifying children having to make do with facilities that jeopardize, for instance, the use of textbooks in the classroom, would help in making planning decisions concerning the location and refurbishing of school buildings.

### **PREP Programming for Institutional Development**

Over a short period of time for implementation, PREP has achieved an excellent record of work. The effort underlying implementation is rarely fully appreciated. PREP has overcome many difficulties and has logged many achievements. There is no question that PREP has carried out its mandate and been fairly true to its design. Below we address to the question of scope and depth of the program agenda. The evaluative question is: Is PREP likely to live up to its purpose? We have already indicated that we believe PREP is in line with its purpose and its contributions have been important, but we need to have more modest expectations about what this means for gains in instruction over the limited period of time left for PREP I.

The rationale of PREP, which links its program activities with the renovation and rejuvenation of educational institutions, explicitly recognizes that the development environment is not easily compliant or accommodating. Change and adaptation are limited by contextual constraints, which in PREP are addressed through the conditionalities and covenants of the formal agreement for program implementation. But PREP could not attach conditionalities to the most important area of constraints, the social and cultural values of both the subsocieties of school communities and educational institutions. Many problems of institutional inactivity and ineffectiveness are blamed on incompatible traditional views, community impoverishment, low esteem for education, or counterproductive institutional ethos and political influences. These influences reshape the meaning of PREP's activities in the local context and limit or alter the resultant influence of its interventions. So, the equity projects for the north become underless school improvement projects of the north and south. Every interaction is re-negotiated to be locally acceptable and meaningful, and the anticipated linkages between program and outcomes are diluted. The question becomes: Can anything really change as expected unless values are addressed in the process?

In PREP, the core assumption is that "getting the finances right" will realign all the other troublesome details of the system or institution. The important influence of money is incontestable. A first counter argument would be that many other systems have "gotten



their finances right" and still do not perform very well. A second counter argument would be that even a cursory knowledge of institutions would reveal a much more complex set of relationships that constitute an effective system, particularly in the public sector. The infusion of funds creates possibilities, but the institution remains relatively ineffective until the existing contingencies are valued and clearly aligned around a common mission. This will take more than financial conditionalities.

PREP has been flexible in carrying out its programming agenda, while still being true to its original design. In order to share the responsibilities of this programming, it is necessary to be more precise about the expected logical relationships. If the objective is to get textbooks used by pupils, then we need to identify the set of conditions that will meet that objective from the selection or development of the books to the incentives arranged to allow and encourage book use. This increased specification can be evolutionary, as long as it is explicit, continually negotiated, and openly monitored. It is not as important that single events occur; the key lies in effective linkages among the responsible organizations across the set of necessary events. The achilles heel of institutional development is static planning.

From experiences in Ghana, there are three important observations that characterize the organization and depth of ministerial efforts. First, PREP carries many values with it and these have found their way into the rhetoric of educational action. For example, the implicit motivating theme of PREP is that, with resources, Ghana can construct a system that matches that of modern exemplars, like the USA. Although this notion emulates the past of Ghana, it finds new kinks due to the current size of the system. Whereas the old system could probably operate satisfactorily on informal information and interpersonal communication, the system now needs a powerful information system to advise and reflect on school programming. There have not been many incentives in the system to encourage the use of information. And many discussants have pointed out that information is viewed differently in Ghana than perhaps in the USA. What are the implications for PREP?

Second, exogenous influences on the educational system in Ghana exacerbate organizational decoupling. An important example is the work in the area of teacher education of EdSAC, STEP and its predecessor project, and now PREP. Each piece of the education system involved in these efforts is aided by ideas and assistance aimed at separate solutions. EdSAC and early PREP carried out inservice programs without concern for their compatibility with the preservice programs of the Division of Teacher Education or the TTCs. As a result the content and messages of this training are said to have been totally different from that found in the preservice program. Offered with little sustainable support, the training has little influence. The warning for PREP is that it must become more aware of and sensitive to potential competing investments. PREP must encourage linkages. Furthermore, beyond the donor agendas, it is not possible at present to rely on information in the system to inform initiators about potential decoupling. There are informal channels of communication set up by dedicated professionals, but there are few institutionalized interactions among the key entities of the system that work effectively or more than superficially. Donors must pool their "intelligence" and help the education system

coordinate their good intentions. An additional warning is that decoupling is not just due to exogenous influences. There are local contingencies that keep the union of entities at bay.

Third, modern and liberal educational structures designed for reform take on, in practice, a superficial character. Many structures appear modern. If their functioning depends greatly on resources, then they may well appear quite different in a resource deficient system. They may be mistaken for structures seen somewhere else. However, they consume valuable resources while pursuing inefficient and ill-fitting agendas (for example, the school inspectorate, now virtually decimated, that rarely visits schools because there are now too many schools and too little petrol). Ghana is now embarked on a decentralization scheme that will build large, organizationally complex, district offices. Will these move the locus of reform closer to the targets of reform, the schools, or will they become superficial shells for additional employment and administrative bureaucracy, further choking reform initiatives? Technical and structural "advances" should be cautiously introduced with attention to the networks and traditions of the context. Perhaps PREP can help here, using some of its own capabilities or linking to UCC. Ghana faces dramatic problems that anticipate those to be faced in the richer countries of the world. They have the competence to use modern structures and strategies, but there are many lessons that warn us that competence is only one component of organizational effectiveness. The mere semblance of modernity is not a sufficient condition for appropriateness and responsiveness to the problems of Ghana education. There is a knowledge void on what to do when we subscribe to the modern principle of universal education without the presence or promise of extensive resources. Decentralization seems such a good idea. We only worry about how it will function in practice.

Adjustments cannot wait for the long process of organizational reform. In fact, even if the structures were in place, but rigid, they could not adapt to the changing fabric of problems and constraints. We shall never find the ultimate educational structure (although we need to try to integrate actions and responsibilities in a lasting infrastructure). As we shall discuss below, the PMU is getting some inputs to the school. Sustainability is our major concern. Sustainability lies in appropriate responsiveness and maintenance, but these are not structural requirements, they are functional requirements. Detailed attention to the structures of education systems has not led to great insights or accomplishments. In the present context, decentralization as a concept is rich in possibilities; as a structural model, implemented without attention to function and devoid of financial power and responsibility, it may further laden a beleaguered system. PREP must get implemented at least at the District level and reach down to the schools as effectively as possible. In doing so, it must use strategies and participative approaches that can be used for future adaptation in the evolving infrastructure and not just rely on the power of its resources. It must learn about the context of decentralization for Ghana and about the context of school reform with local, community participation.

Unfortunately for PREP, we can not buy or borrow solutions. We can only *manage* our way out of these predicaments. Projects must feed the information that improves our understanding of the context for better decisions and increase the capability and depth of talented managers in the system. Modern experts do not carry solutions, they carry ways of thinking about and analyzing problems because the solutions keep changing; this is what Ghana's core of educationists must be skilled at doing (and there is no shortage of raw competence to do so) in order to adjust continually to the changing development context.

From 1986 to 1991, the Health and Education Rehabilitation (HERP) Project (Credit 1653-GH World Bank) assisted education with the printing and distribution of textbooks. Texts for all levels of English and mathematics were distributed. Across the life of the project, it was reported that the level of textbook availability was never less than 63%, with an average of 83.7% (Project Completion Report, 28 September, 1992). Achievement tests in English and mathematics were given under PREP in 1992 and the results were very poor. PREP is printing and distributing the same textbooks as HERP and later EdSAC I. Why should textbook distribution lead to greater learning under PREP? The logic of PREP is that it has other features that will impact across the range of the system and enhance the value of textbooks. We can not check that logic entirely at this mid-term evaluation, but it must be checked for the design of PREP II or we could have two "successful" programs and no discernible People Level Impact, PLI. Much of what we shall suggest for the remainder of PREP I entails improving the use of textbooks and accumulating more relevant information about the classroom for later intervention designs, to be sure the textbooks are positively contributing to the instructional program. Again, we emphasize that this is not a criticism of PREP I, but a note to keep in mind with regard to the long-term impact.

### *Training*

Ghana faces a rapidly growing primary education system. Pupil enrollment has increased from under 1 million in 1963, to about 1.5 million at the beginning of reform in 1987, to 1.8 million in 1992-93. Schools have increased similarly, from about 9,300 in 1988-89 to over 11,600 in 1992-93; and the teaching force has grown from just about 62,000 (44% female, with 49% of the total group untrained) in 1987-88 to just over 66,000 (26% untrained) in 1992-93.<sup>7</sup> With this growth comes increased administrative and management complexity. Since management is a key to educational effectiveness, this complexity makes the task all the more difficult, particularly under conditions of scarce resources. Over the course of reform, there are many challenges to address: more schools will be necessary, more teachers, upgrading of the knowledge and pedagogical skills of teachers in the system, improved quality of TTC graduates, better school and institutional managers, and more and better materials and supplies with trained teachers to use them to nourish the instructional program. For quality, the most critical is the actual interface between the teacher and the

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<sup>7</sup> Different reports contain different totals, so we have presented approximations rather than specific numbers. This underlies the problems with information in the system, and contributes to little use of data for planning and management.

pupil. What happens in the classroom (and its influence on activities outside the classroom) is the core of schooling. We tend to get bogged down in the rationalization of infrastructure and forget our commitment to the learning process. We propose to build walls and fix blackboards, but it is really what happens within those walls and what goes on the blackboard or into the lesson, it is the magic of this communicative process called schooling, that matters. What difference does supervision make if teachers and pupils are not motivated by intrinsic incentives to learn about the world? There can be no mandated "fix" to the problems of education unless *teachers and pupils* will it to happen.

PREP assistance in this area has entailed important support for training: some inservice training for district administrators and Headteachers and extensive inservice training for teachers in mathematics, English, and life skills. The claims of the program are quite modest. They point to the need to revive the system. Teachers need to share a common vision of the reform and be convinced that there are individuals and agencies behind them to provide the ingredients for better teaching. They have largely lost their will and their direction. Salary hikes, backed by a more penetrating vision of reform, are intended to create some momentum for change. Although information about technical aspects of instruction are conveyed in these PREP inservice meetings, the message is that "we are back and we are going to help these children." The original intentions of the inservice program were much more ambitious. Inservice training was to serve as "minimal" skill training for 90% of the teacher corps. Skills are difficult to transfer without enthusiasm to possess them, opportunities for extensive practice, and continuing support and guidance. These attributes are not presently in the training system. PREP has done exactly what it should have done, only without focus at present -- that is, use PREP inservice to *motivate*.

Experience from the USA indicates that attempts to motivate out of an appeal to crisis have little impact. The incentives in education are diffuse and they are difficult to manipulate by exhortation. PREP is seen by many as contributing to the *possibilities* for education. Teachers may now have a chance to use textbooks and have materials in their classroom to practice their profession with some integrity. But the hopes for impact must be modest from the inservice and may be that all that can be gained from general inservice activities has already occurred. As one observer put it, "we have been doing inservice all along, and there is little to show for it." Reform, with support from EdSAC I, started in 1987. As late as 1992, curriculum-based tests revealed little progress in instructional effectiveness. The fixes will come slowly. The important feature for the continuation of PREP is its support for winning the commitment of teachers to do what they already know how to do, but to do it better and do it now. With 4,500 new teachers produced from the TTCs each year, the approximately 17,000 plus remaining untrained teachers could be replaced before the Year 2000 (*Cabinet Brief*, 1993), although this depends on whether trained teachers will take some of the least desirable job sites (and the last data available are 1991-92; Northern Region = 42% trained teachers, Upper West = 78%, and Upper East = 72%). Although there are clearly more teachers in the system and more being assigned to the rural areas; unfortunately, there is no convincing evidence that these trained teachers will contribute significantly to the quality of instruction. They should *know*

something about teaching and their subject areas. If instead of trying to vastly improve their knowledge, we focus on what they *do*, PREP training may become more penetrating in its influence.

How do we convey and arrange the incentives to improve instruction? And how do we get teachers to at least try? Or, we can look at it the other way. How do we motivate students to want to learn? How can we help a community to support a learning environment? There are five points of intervention that are suggested by PREP and other project experience (e.g, STEP and PSDP).

1. We can first provide a range of options and ideas to the policymakers (PREP's study tours attempt to do this -- they need to be followed up by discussions and debates). They set the tone through policy creation.
2. We can train the Headteachers to provide a good schooling environment (and the World Bank PSDP has considerable resources aimed at this).
3. We can take on the task of building the infrastructure of teacher education (JuSTEP and STEP have moved in this direction, with current emphasis on Winneba). This leaves UCC's Department of Primary Education. It needs considerable help. Whatever is given must be coordinated with ODA and GOG efforts at Winneba, but it is clearly essential that vast improvements be made at this level to lead the way for general improvements in teacher education of the future.
4. We recognize that help in the universities and help in the management areas should find its way to improving classroom accomplishment, but it can only do this if there is a sufficient number of teachers to help build the spirit of reform. Perhaps through GNAT (Ghana National Association of Teachers) and GES, PREP can reach down into the schools and work directly with teachers. They should now be given priority to study tours; they should be supported through the pilot programs; and they should be given the help they need to improve education on the spot. This will be difficult because of the numbers involved. PREP has demonstrated that little contributions directly to the bottom build local enthusiasm. If these contributions can be targeted on the instructional program, then perhaps immediate gains will be realized.
5. We can work with the communities to improve their image of education and to help them reshape the destinies of their schools, both in terms of their purpose and their operation. The PREP community involvement pilot efforts seem to be useful initiatives. Closer ties with communities seems to be one of the general lessons advocated by school reformers the world over. We can no longer afford expensive, elite institutions for schooling. We must more tightly link education with our social and environmental ecology. It must

become a part of life itself, rather than something we do for part of our life in a separate world.

The small project component of PREP has emphasized technical assistance support for staff development on site and overseas training and study tours. Table 13 presents the inputs of The Mitchell Group (TMG) on behalf of the project. These efforts have been universally praised. Although some of the technical assistance was not used effectively, the assistance given for the development of the testing program was exceptional in quality and impact, and this was the largest single input from technical assistance. This further demonstrates that sufficient and focused assistance will contribute to the PREP initiatives. TMG is generally commended for their small, but important and influential, contribution to the effectiveness of PREP.

The argument here on training is that unless there is a coordinated and broadbased "attack" on the teaching education domain to create a critical mass of activity, focused on a common mission, this area will not contribute greatly to systemic improvements. It has little capacity to support the reform at present. PREP has touched the professional lives of most of the primary teachers of Ghana and many similar staff development programs have done so in the past, all with little impact. The *Manu Plan* offers the promise of bringing together the local institutions and agencies who carry out the training of teachers. PREP should help in establishing the agenda and technical considerations for this newly coordinated approach. That is, PREP should support the *Manu Plan* with technical and financial inputs.

We know a great deal about what does not work. The design of the inservice scheme for PREP is one model that has limited applicability and limited success.

**Table 13. Implementation of Technical Assistance and Training as of November, 1993**  
**The Mitchell Group (Person Months of TA and Training)**

<b>Activity</b>	<b>Training PMs</b>	<b>Technical Assistance PMs</b>
Study Tour of Director of GES	0.75	
Study Tour of Head Primary Education Department, UCC	2.00	
Study Tour of GES Directors and PREP Staff	3.20	
Study Tour of Senior DG/GES	1.25	
Study Tour of Deputy DG/GES	1.25	
Study Tour of GES Directors	2.25	
Study Tour of Director/Teacher Education	0.75	
Study Tour of Deputy Director of Budget, Ministry of Finance	1.00	
Study Tour of GES Administrators	2.50	
Study Tour of GES Female Administrators	6.00	
CRT Development		8.00
Teacher Training Assessment		0.50
EMIS Assessment		0.50
Textbook Distribution Workshop		0.75
Curriculum Development for UCC		1.00
<b>Totals</b>	<b>20.95</b>	<b>10.75</b>

### *Project Monitoring Unit (PMU)*

The Project Management Unit (PMU) serves as the implementing agency for the Ministry of Education's donor assisted programs for education. The PMU is responsible for all planning, management, supervision, implementation, monitoring, and commodity and service procurement functions under PREP.

Since PREP began, the PMU has effectively planned and implemented numerous activities in support of PREP program goals. Table 2 highlights the particular activities and levels of assistance provided by the PMU. In the area of decentralization, for example, the projects management training unit provided 65,000 person training days for management and administration to primary school head teachers, and 6,718 person training days for orientation and CRT administration to the newly appointed Circuit Supervisors. For the EIP, the PMU undertook the planning and coordination for the construction of 15 head teacher houses. The Training Unit of the PMU organized and delivered an impressive 1,034,760 person training days for teacher preservice and inservice. The Procurement and Logistics units purchased and distributed nearly 2 million textbooks with an additional 800,000 on line for distribution.

The seemingly impressive accomplishments of the PMU, however, must be evaluated in terms of the established goals set for the project as well as the significant systemic constraints encountered, many beyond the immediate control of the PMU. Given that CRT, Training, and EIP are treated more thoroughly in other parts of this report, this section focuses on two of the PMU's principal functions, procurement of goods and services (including textbooks and other instructional materials) and the distribution of those materials.

*Textbook Procurement.* One of the principal goals of PREP is to provide one set of instructional materials for every child enrolled in primary school by the EOP. More than 38% of the total program budget for Tranches I, II, and III, was allocated for textbook production and distribution. When PREP began, the estimated percentage of students with access to one set of textbooks was 21%. With the infusion of textbooks provided by PREP, it is projected that by the end of 1993, 63% of primary school students will have access to textbooks. Clearly, the EOP program goal of 100% supply of textbooks for primary school students is well within reach. How this goal was reached and the obstacles encountered during the implementation process illustrates how systemic constraints impact program implementation, and demonstrates the overall effectiveness of the PMU in carrying out PREP program objectives.

In 1987, the Project Management Unit was created to implement the program activities for EdSAC I and it has continued to provide project management for EdSAC II, Community Secondary School projects and PREP. As PREP came on stream, the education sector was emerging from a period of severe stagnation highlighted by inadequate resources for schools, low levels of instructional materials and poorly trained teachers. Prior to PREP,



from 1987 - 1990, various donor programs including HERP and EdSAC I and II began to resuscitate the education system by providing infrastructural and instructional materials development. Building on PMU capacity, a separate project management unit was created solely to manage PREP activities. Procurement and distribution processes for PREP paralleled those already underway under EdSAC II. In addition to procurement and distribution units, additional functional units for CRT, Training, EIP, were established.

During the initial stages of PREP, procurement for supplies, instructional materials and textbooks encountered numerous difficulties. Even though PREP procurement functions paralleled those already established under EdSAC II, the transition to procurement for PREP was problematic.

Initially, PREP adopted the procurement system used under EdSAC, based on IBRD loans and IDA Credit Guidelines for Procurement, with modifications in accordance with USAID Procurement Guidelines. The procurement procedures used for EdSAC I and II, and adopted for PREP procurement included: (1) international competitive bidding (ICB); (2) Local Competitive Bidding (LCB); and (3) Comparison of Price Quotations (CPQ). PREP opted to use LCB and CPQ, not ICB, as the main procurement mechanisms, in accordance with standard USAID procurement guidelines, and to support Ghana's economic recovery program by encouraging the development of the local printing and textbook production industry.

The modified procurement procedures, however, placed heavy reliance on local suppliers for textbooks. Due to antiquated printing equipment, lack of working capital for either up front purchases of raw materials or new equipment, and lack of experience with the competitive bidding process, local firms did not have the capacity to supply the large quantity of textbooks in an effective and efficient manner. These and other factors contributed to the non-performance by 2 of the 3 suppliers awarded contracts during Tranche I.

During Tranche II problems with procurement continued. In accordance with GDNC Law 241 and the Ministry of Education Planning Directive, procurement for textbooks was divided between the PREP/PMU and the Ghana Supply Commission (GSC). The GSC, acting for and on behalf of the PREP/PMU, was largely responsible for inviting, opening, evaluating, and awarding bids. USAID raised serious concerns about the technical and procedural integrity of the bidding process however, and the entire process was suspended and the items had to be re-tendered. As a result of the procurement problems encountered under Tranches I & II, more than 1.5 million textbooks which were scheduled for delivery to schools in 1991/92 never made it to the classrooms. As a result of the low capacity of local suppliers, and difficulties encountered in establishing appropriate procurement procedures, by mid 1992, nearly two years into the project, less than 10% of the allocation for textbooks and instructional materials was spent. Four million textbooks that were scheduled for delivery to primary schools by 1992 never made it to the classroom.

In 1993, PREP procurement improved dramatically. A Ministry of Finance and Economic Planning directive exempted foreign aided projects negotiated prior to enactment of PNDC Law 245 from using the GSC. Procurement for PREP was done solely by the PMU Procurement Unit. A Procurement Coordinator, with expertise in purchasing and systems administration, was hired to oversee all PREP procurement activities. USAID Procurement Procedures were strictly followed and enforced. Prospective bidders were required to buy and review bidding documents and provide all necessary bidding forms. Failure to furnish all required information rendered submissions non-responsive. Bid opening and evaluation was done, in accordance with USAID guidelines, under the direction the PREP/PMU Procurement Officer. An evaluation panel was created with representatives from publishing firms, the Ghana Education Service, PREP/PMU and MOE, and the Ministry of Trade Industry.

The PMU responded directly to the procurement problems encountered during tranches I and II by clearly establishing and enforcing procurement procedures, hiring a proactive and competent procurement coordinator, and developing new procedures to strengthen contract management while recognizing the constraints faced by textbook suppliers. Other direct actions taken to rectify the procurement constraints included:

- Reducing the size of lots to account for limited production capacity and to encourage local printers and manufacturers.
- Site visits to local printers to gauge their printing capacity and capability.
- Training seminars for printers in the preparation, submission and evaluation of bids.
- Pre-financing, which contributed to late delivery in tranches I and II, was modified from 70% on award of contract, 40% on delivery of 50% of goods and 50 % on final delivery to 40% on award of contract, 30% on delivery of 70% of goods and 30% on completion of contract.
- Requiring bank guarantees against the 40% mobilization fee and 10% performance bond issued to printing houses.

Notwithstanding the initial difficulties encountered, PREP procurement has improved dramatically since the program began. Procurement for textbooks, for example, improved significantly from 12% disbursement of allocated funds for supplies and textbooks under tranche I to 63% disbursement of allocations under tranche III. The dramatic improvement in disbursement, the development of capacity among local suppliers to provide textbooks and supplies, and the continuing improvement of contract management and oversight suggest that PREP should be able reach the targeted EOP goal of one set of instructional material for the 2 million children in primary school.

***Textbook Distribution-Logistics.*** Despite the initial procurement problems, at mid-term more than 1.8 million textbooks had been delivered to districts and schools throughout Ghana. Building on the accomplishments of HERP and EdSAC II, PREP textbook distribution raised the percentage of primary school children with access to textbooks and instructional material from an estimated 21% in 1990/91 to a projected 63% in 1993 (based on Bejau's management plan for performance data). In Mathematics, for example, there is a nearly 100% supply of P4, P5, and P6 textbooks. By all indications the goal of supplying one set of instructional textbooks for all primary school children is well within reach. However, the accomplishments thus far, should be tempered by the fact that although the supply of textbooks has dramatically increased, distribution at the district level to schools, and distribution and usage in schools remains problematic.

Like the Procurement Unit, initially, the Logistics Units faced a host of constraints. Unlike the constraints faced by procurement, however, which were localized, easily identifiable, and relatively easy to rectify, the constraints faced by the Logistics Unit were far more formidable. The PMU was charged with developing an effective distribution system that would supply textbooks for approximately 11,000 schools in 110 districts to 2 million school children nationwide.

By all indications, the centralized component of the distribution system is well conceived and functioning effectively. The distribution system developed by the PMU relies on centralized planning, purchasing, warehousing, and distribution to districts; and decentralized storage, record-keeping, inventory control, and transport at the district and school level. The Logistics Unit developed a carefully planned distribution system utilizing data received from district offices to identify schools most in need of instructional materials and establish allocation priorities. The centralized warehouse and distribution system provides a cost-effective means of storing and transporting supplies and textbooks from Tema to districts throughout Ghana. The system used for invoicing and checking the delivery and receipt of goods allows for tracking and cross-checking of supplies delivered and received. Clearly the Logistics Unit developed a sound and effective distribution system for supplying supplies and textbooks to districts throughout Ghana.

At the decentralized level, however, district offices and schools have had a far more difficult time storing, transporting, and accounting for supplies and materials received from the center. As the distribution system disburses goods from the center to the districts, it seems the overall effectiveness of getting materials from the districts to the schools is diffused, due to a host of factors. One significant factor is that prior to PREP, the dearth of learning materials available created a culture of non-reliance, whereby teachers, headmasters, and district officials did not have, nor did they expect, textbooks, and supplies for instruction. One result of the legacy of scarcity, is that within school communities there was a poorly developed physical and organizational infrastructure to properly utilize textbooks and other instructional materials. Generally, the infusion of textbooks into the education system encountered resistance due to inadequate storage facilities in schools, inadequately trained district staff who are responsible for textbook distribution,

transportation difficulties for headmasters charged with picking up school supplies, poor communication between schools and districts offices, and insufficient and poor data and record keeping on textbooks in schools (based on Price Waterhouse Supplementary Report on verification of distribution of textbooks and assessment of textbook distribution by The Mitchell Group).

Recognizing the distribution bottlenecks and district level constraints, PREP set up a Task Force which clearly identified problem areas and took steps to redress them. This included a seminar for District Directors of Education, out of which specific recommendations were made to improve textbook distribution to schools. Additionally, technical assistance was provided to assess textbook distribution and to conduct a Workshop for District Textbook Officers. The workshop focused on improving information flow between schools and district offices, developing better record keeping and monitoring procedures, and developing training and education programs, including introducing customer service centered approach for textbook officers. Additionally, the PMU and Logistics Unit have been developing plans based on the textbook workshop to improve distribution at the district and school level.

*Summary and Recommendations on Procurement and Logistics.* Overall, the PMU has functioned effectively in implementing activities in support of PREP goals. Given the numerous and deep-rooted constraints faced, the PMU has demonstrated the resiliency and flexibility necessary to effectively implement PREP activities. What is less clear, however, is the impact of the inputs on institutionalizing the program objectives. Though training for improved school management and teaching was provided, there is scant evidence or data to inform either the PMU, the MOE, or USAID, about if or how school management and instruction has changed as a result of the inputs. Likewise, although nearly 2 million textbooks were distributed into the system, anecdotal evidence suggests that distribution at the district level is scanty and further, that headmasters and teachers are somewhat reluctant to distribute properly or utilize the textbooks. This is not to lay blame on the PMU, but rather to point out that in fact the PMU has carried out their tasks effectively by infusing the education system with a host of inputs. The penetration or absorption of the those inputs into a dilapidated system, however, is weak.

*Personnel.* Staffed by highly competent Ghanaian education professionals the PMU provides a cadre of local technical assistants whose experience and expertise within Ghana's education system allows for the effective implementation of PREP program activities. Clearly, one of the strengths of PREP is the talented, hard-working, and dedicated PMU staff. The PREP PMU is staffed with 27 Ghanaian professionals, 2 on secondment and 25 on contract. After some initial lapses in filling key positions, at the mid-term all positions are filled with qualified personnel. The PREP staffing schedule since inception is listed in Table 14.

Table 14

## PREP/PMU Staffing Schedule

POSITION	7/90-12/91	1/92-12/92	1/93-present	Type of Hire	SOW
PrepCoordinator	W. Ahadzie	C. Lutterodt	S. Manu	Contract	yes
Coordinator EIP	VACANT	S. Manu	VACANT	Contract	yes
Coordinator CRT	VACANT	J. Adu	J. Adu	Contract	yes
Coordinator Training	VACANT	VACANT	VACANT	N/A	no
Coordinator Evaluation	VACANT	W. Ahadzie	W. Ahadzie	Contract	yes
Coordinator Procurement	VACANT	VACANT	M.A. Mfoafo	Contract	yes
Coordinator Logistics	VACANT	VACANT	VACANT	Contract	no
Asst. Coordinator Logistics	J.W.Bennett	J.W. Bennet	J.W. Bennett	Secondment	yes
Asst. Coordinator Training	R.Hammond	R. Hammond	R. Hammond	Secondment	yes
Coordinator Civil Works	VACANT	VACANT	P. Botche	Contract	yes
Accountant	VACANT	VACANT	E.O.Odonkah	Contract	yes
Asst. Coordinator EIP	J. Osei-Kofi	J. Osei-Kofi	J. Osei-Kofi	Contract	yes
Asst. Coordinator CRT	VACANT	C.B. Duedu	C.B. Duedu	Contract	yes
Asst. Coordinator Evaluation	VACANT	S.K. Fianu	S.K. Fianu	Contract	yes
Asst. Project Officer Procurement	VACANT	J. Lartey	J. Lartey	Contract	yes
Project Assistant Logistics	E. O-Ansah	E. O-Ansah	E. O-Ansah	Contract	yes
Asst. Project Officer Disbursement	D.A. Hodasi	D.A. Hodasi	D.A. Hodasi	Contract	yes
Project Assistant(s) Evaluation	J.K. Buckle	J.K. Buckle	J.K. Buckle	Contract	yes
	S. Ofori	S. Ofori	S. Ofori	Contract	
Project Asst. Procurement	E. Amoh	E. Amoh	E. Amoh	Contract	yes
Secretarial Staff	A. Odoi	A. Odoi	A. Odoi	Contract	yes
Support Staff	R. Anochie	R. Anochie	R. Anochie	Contract	yes
Drivers	M. Amegah	M. Amegah		Contract	yes
	S. Koto	S. Koto	S. Koto	Contract	yes
	A. Dampare	A. Dampare	A. Dampare	Contract	yes
		E. Mangotey	E. Mangotey	Contract	yes
Warehouse/Store Keeper	VACANT	S. Adams	S. Adams	Contract	yes

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The Coordinators for Equity Improvements Projects, Procurement, Criterion-referenced Testing and Evaluation develop, plan, implement, and monitor activities and programs in support of program goals. The Coordinators meet regularly (at least fortnightly) to discuss issues, problems, and strategies for program implementation. Each coordinator prepares quarterly action plans specifying targeted activities and the actions and agents needed to achieve the targeted goal. Quarterly reports are prepared to review the status of new and on-going activities. Most of the PMU coordinators have significant experience in education, administration and supervision. Most hold advanced degrees and have received training in higher education institutions in North America or Europe. In short, they are highly capable and competent. The PMU coordinators and assistant coordinators work under the direction and leadership of the PMU Coordinator for School Education, who oversees the PMU portfolio of donor assisted projects in education. In addition to their administrative and managerial skills, each of the three individuals that served as PREP Coordinators, convey a deep historical and professional commitment to education reform. Each have senior level teaching and supervisory experience with an average 12 years teaching experience, more than five years as a senior level administrator. The current coordinator, whom the evaluation team spoke with at length and saw in action at several site visits, maintains a strong relationship with regional, district, and local education officials, headmasters, and teachers. A former headmaster, teacher, union leader, and instructional designer, the current Coordinator is particularly well suited to communicate and carry forward the education reform program. In addition to their supervisory and managerial role, the PREP Coordinator has served as the organizational linchpin between the PMU, the GES, the MOE, and USAID.

*Performance Evaluation.* Most of the PREP staff are hired on short-term contracts (1 year) or seconded from the Ministry of Education. Performance evaluation for each staff member is done on an ad hoc basis, largely by the PREP Coordinator, who evaluates performance by monitoring whether or not a particular staff member has been effective in achieving specific goals laid out in the action plan. Staff meetings and progress reports serve as the main evaluation instruments.

*Implementation Strategy.* The PREP/PMU has made laudable accomplishments in terms of planning, organizing, and implementing various training, procurement, logistics, and EIP pilot activities. Quarterly action plans are developed for each PREP objective with specific goals and responsible agents to carry out the plan. Project activities are matched with responsible agents, status is continually monitored, and implementation strategies are discussed and adjusted as necessary.

*PMU reorganization and integration into the MOE structure.* In the PAAD concern was raised about the PMU operating as a parallel agency to the MOE. A special covenant (6.3.3) was included in the program agreement specifying that the PMU be functionally and operationally integrated into the MOE. Since PREP began several reorganizations were undertaken in an effort to meet this covenant.

The most recent reorganization was initiated and instituted by the MOE Circular No. MIN/HS/93/02. The four existing PMUs for EdSAC, Tertiary Education, Non-formal education, and PREP were integrated into one functional unit called the Projects Management Unit. The intent of the reorganization is, in part, to provide better coordinated support for donor assisted projects in the areas of disbursement, procurement, management and technical services. The logistics and training units, previously within the PMU have been moved to the GES. Within the new PMU structure, each unit maintains a project manager. Overall management and coordination of the separate units is the responsibility of the newly appointed PMU Director General. The Director General will be assisted by a Director for Finance and a Civil Engineer who will provide coordinated services to each of the project units. The PMU reorganization plan could result in a more efficient use of resources through coordinated services and, improved project management and implementation. Though the reorganization does bring the PMU activities within the purview of the Ministry it is not clear how the new PMU will be functionally integrated into the MOE's broader policy, planning and implementation activities for education reform.

#### **People Level Impact: Achievement Testing**

One of the more remarkable and successful accomplishments of PREP has been the assistance offered to develop criterion-referenced tests (CRT) for English and mathematics competence at the P6 level of primary school. These tests have been set and administered twice, in 1992 and 1993. Because this is the beginning of PREP, it would be difficult to assess progress given the test results. PREP impact is likely to be in the future, once the books, training, infrastructural development, other instructional materials, and other programs are fully implemented.

Nevertheless, we can look at the results as indicative of system status. The testing will provide a baseline for later program evaluation. In 1988-89, the World Bank appraisal process included the use of math and reading tests in Ghana that were previously used in Kenya and Tanzania as part of a living standards survey. Unfortunately, this measurement scheme has never been repeated and there are no plans, that we could find, to indicate that the tests will be regiven in the future. The results of these tests are presented in Table 15. Analysis of the results led the authors to conclude that for grade 3-6 graduates, graduates have "some, but weak, mathematical skills, and almost no ability to read." These results followed the initial impact of the emergency Health and Education Rehabilitation Project (1986-1991) and early EdSAC I to provide textbooks to the schools and suggested that PREP (and EdSAC) had a difficult task ahead. Differential problems, as implied by the mean figures, are related more to gender inequity than rural-urban differences. This again highlights the early warning to PREP that gender was an important feature for policy attention.

The World Bank tests were general quantitative and reading aptitude tests. In order to assess more directly educational influences on math and reading skills and knowledge, the CRT tests were developed under PREP. "Criterion-referenced" has many meanings.

**Table 15. Ghana Living Standards Survey -- Math and Reading Test Means by Area and Gender**  
**N=381 People Who Completed Primary Grades 3-6**

Area	Sim. Math (Items = 8)	Sim. Read (Items = 8)	Adv. Math (Items = 36)	Adv. Read (Items = 29)
<i>Urban</i> Sample Mean	(109) 3.4	(109) 0.8	(106) 1.8	(108) 0.7
<i>Semi-Urban</i> Sample Mean	(92) 3.0	(92) 0.6	(90) 1.5	(92) 0.6
<i>Rural</i> Sample Mean	(180) 3.2	(180) 0.7	(175) 1.6	(180) 0.4
<i>Male Primary</i> Sample Mean	(199) 3.6	(199) 0.9	(194) 2.0	(199) 0.6
<i>Female Primary</i> Sample Mean	(182) 2.8	(182) 0.5	(177) 1.3	(181) 0.5

**Notes:**

- These are second year data from the GLSS sample of 788 households across Ghana from October, 1988, to March, 1989. Each household member between the ages of 9 and 55 and who had at least 3 years of education was given the mathematics and reading tests. The 381 people who had completed only 3-6 years of schooling were drawn from the sample of 1,293 who had had at least 3 years of schooling and the total sample of 3,802 in the households. All those who answered at least 5 of the 8 items correctly on the simple tests went on to take the difficult tests, which were administered 2 weeks later. Both of these tests were used previously in Kenya and Tanzania.
- Some participants did not take the simple tests because they presumably found them too difficult. They were given a zero score. Also, some participants could not answer 5 out of the 8 simple items; they were given zero for the difficult test. Only 47% of those who took the simple reading test went on to the difficult reading test; and only 64% of those who took the simple mathematics test went on to the corresponding difficult mathematics test.
- The tests have apparent validity for the assessment of schooling influences. Scores increased with increases in level of education, but the scores were "disturbingly" low for primary and middle levels of education. These primary grade 3-6 graduates appear to have "some, but weak, mathematical skills, and almost no ability to read."

**Source:**

World Bank. (June, 1989). *Reading and Math Skills in Ghana - Preliminary Testing Results from the GLSS*. Unpublished document.



There are two broad categories that distinguish their domains: those based on *well-defined but ordered domains* and those based on *well-defined but unordered domains* (see Nitko's *Educational Tests and Measurements*, 1989). For the PREP tests, it refers to items developed directly related to curriculum objectives for these two subject areas. The objectives were not ordered; they merely defined the core domain. The objectives were not comprehensive, but were those considered to be the most important ones by local "experts." We have chosen to refer to the tests as *curriculum-based* to describe the tests and the meaning of scores on the tests. The claims for the PREP testing program are presented in Table 16, with administration figures from 1992 (precise 1993 statistics were not available). Based on locally developed school cutoffs for quality presumed necessary for continuation in the school system, the results mirror those from the more general survey earlier presented. Few students scored above the pass levels for either English or math. The scores are so low that gender differences would be difficult to interpret; nearly all students are performing very poorly on schooling objectives. There are many questions about the difficulty of instructions and testing format that may have also contributed to such dramatically low scores, but the signal is clear that even at this later date (after many inputs to the system) schooling is accomplishing very few of its intended educational objectives.

The character of these results is provided by the independent studies of UCC/IIR on primary school classrooms. Table 17 summarizes the key findings of observations across a half dozen schools, selected as representative of schools around the country. The learning environment is not optimum, not even adequate. Clearly, a great deal will be required besides the provision of textbooks. The system is generally impoverished and depressed. It will take dramatic reform to revive the schooling program. Unfortunately, there is no local research base to inform strategies for change or policy development. The testing program provides many opportunities to monitor specific inputs in target schools, but these may be lost without a knowledge/research program. PREP is, fortunately, more than a textbook project and it will be important to plan carefully and assess program investments. In general, we do not believe that the information or inclination is available within the system to result in significant people level impact. PREP I is primarily a *readiness* development project. It is unlikely that PREP I progress will show up on the curriculum tests. PREP II can take advantage of the important accomplishments of PREP I and more directly target student outcomes.

We recommended during the evaluation that the cutoffs for program assessment, as differentiated from schooling evaluation, should be set at the lower end of the score distributions to guarantee attention to the poorer students. That is, the PREP program objective is to ensure that *all* students will come out of the primary school program with basic skills and knowledge that can be developed in the employment market; this is different than the loftier educational hopes, which are largely concerned with those students who will continue in the system. We would focus on the *chance* results and ask of PREP that all students should, as a result of textbooks and other PREP program inputs, be able to answer above a level that would be attained by guessing alone. That is, that all students demonstrate some literacy and numeracy. Not only is this a more realistic level for PREP

Table 16. Curriculum-Based Testing

Claim	Evidence	Comment
<p>CRT in English developed to assess curricular attainment at primary six.</p> <p>CRT in Mathematics developed to assess curricular attainment at primary six.</p> <p>These tests do not measure "literacy and numeracy here, but rather the comprehensive effect of a primary education."</p> <p>In terms of performance on the curriculum objectives, the primary school is not functioning effectively.</p>	<p>English Tests available and administered: No. of Boys = 6,706 No. of Girls = 4,880 No. of Schools = 452</p> <p>Mathematics Tests available and administered: No. of Boys = 6,652 No. of Girls = 4,836 No. of Schools = 452</p> <p>English Curriculum Objectives: Listening Comprehension = 15 Grammatical Structure = 20 Vocabulary = 30 Reading Comprehension = 19 Writing = 32</p> <p>Mathematics Curriculum Objectives: Basic Number Concepts = 25 Basic Operations = 40 Story Problems = 20 Geometry = 15</p> <p>English Test Results: Boys Mean = 30/100 (2% reached criterion) Girls Mean = 30/100 (2% reached criterion)</p> <p>Mathematics Test Results: Boys Mean = 28/100 (1.4% reached criterion) Girls Mean = 26/100 (0.7% reached criterion)</p>	<ul style="list-style-type: none"> <li>• Extraordinary effort, indicating capable test development and administration personnel.</li> <li>• Same as above.</li> <li>• Curricular aspirations far exceed those necessary for literacy and numeracy; education has multifaceted objectives, not all aimed at employment skills.</li> <li>• Complicated instructions were required for test administration, so pupils needed a high level of listening comprehension to follow and comply with test directions; if all the students filled out the answer sheets correctly, then they may <u>all</u> be literate (at least in listening skills). These instructions exceed the difficulty of many tests of literacy.</li> <li>• "Most, if not all, of the primary six pupils for whom these tests are intended will be encountering a test of this kind for the first time;" poor results would be expected due the inexperience of schools and pupils with MC tests and optical scan answer sheets.</li> </ul>

Table 16. Curriculum-Based Testing (Continued)

Claim	Evidence	Comment
<p>Poor results in Mathematics are not attributable solely to reading problems.</p> <p>Workshop participants, representing experts in English and Mathematics, established criteria ("acceptable standards") for primary six English and Mathematics test results.</p>	<p>All subtest results for the different objective categories were low, even for those items attached to objectives that required little reading.</p> <p>English Standards:  Listening Comprehension = 65  Grammatical Structure = 65  Vocabulary = 60  Reading Comprehension = 65  Writing = 65  Total Test = 60</p> <p>Mathematics Standards:  Basic Number Concepts = 55  Basic Operations = 55  Story Problems = 60  Geometry = 60  Total Test = 55</p>	<p>•The overall difficulty of the instructions may compromise this claim to some extent; however, the claim has some empirical support from higher listening mean unmatched by a differentiable pattern in Mathematics.</p> <p>•Guessing randomly would yield a score of 25 on any particular test. Because pupils don't usually answer randomly, low scores result from little or mis-information and are systematic responses (although some random marking was noted in these tests). Therefore, low scores can be legitimate learning indices and not merely chance performances.</p> <p>•Results from curriculum based national subject area tests from other countries have generally yielded performances near about 33% of the total possible. It would seem advisable to set multiple standards: Minimal (25), Typical Achievement (35), and Ideal Standard (55). These cutoffs would produce the following baseline figures:</p> <p>English Pass Rates:  Minimal Level = 70%  Typical Achievement = 21%  Ideal Standard = 3%</p> <p>Mathematics Pass Rates:  Minimal Level = 62%  Typical Achievement = 17%  Ideal Standard = 1%</p>

Table 16. Curriculum-Based Testing (Continued)

Claim	Evidence	Comment
<p>The test results for English and Mathematics have attracted considerable attention in the Ministry of Education and accordingly, have led to many important initiatives for the improvement of the instructional program.</p>	<p>Discussions were held with the Director-General of the Ghana Education Service (GES) on 2 July, 1993, concerning the test results. The meeting included the deputies and the Regional and Headquarters Education Directors. Minister also informed.</p> <p>Several proposals to improve the instructional system have been adopted:</p> <ul style="list-style-type: none"> <li>•The Regional Education Directors will meet with their District Education Officers to report on the substance of the July meeting. The DEOs will then meet with their Circuit Supervisors, who will then meet with the Headteachers, to mobilize greater attention to the instructional activities in the schools.</li> <li>•Teacher training institutions will be directed to sure that teacher trainees are exposed to and study the primary school syllabi.</li> <li>•A memorandum directing Headteachers to check on teacher attendance was sent to the schools.</li> <li>•Remedial reading programs in the primary schools are to be expanded.</li> <li>•CRDD curriculum committee was: (1) to discuss ways of reducing interruptions in class time so that the primary school syllabi could be covered; and (2) to consider ways to reduce the number of subjects in the primary school curriculum.</li> <li>•Assign most experienced and competent teachers to primary classes 1, 4, and 6, which are considered the strategic points in the primary system.</li> </ul>	<ul style="list-style-type: none"> <li>•The Ministry of Education has responded quickly and appropriately. The tests are not just outcome measures, but they are part of the reform program -- the feedback from testing has led to positive changes and increased the potential for instructional improvement.</li> <li>•As planned, a word list of over 2,000 words for primary six and other grades of the primary school was prepared at the initial stages of the development of the tests, and the list was critically reviewed during the test construction workshops. The list was used to develop the instructions for taking the tests and in preparing the test administrator's manual. This is another example of the use of the testing process to sharpen the instructional program. Testing for curricular attainment is an important lever for reform, both in terms of process and outcomes.</li> </ul>

*Table 17. Characterization of the Instructional Program in Ghana's Primary Schools  
Observations of 6 Schools, 41 Teachers, and 1,458 Pupils*

Area	Observation
<i>General</i>	<p>Pupils do not ask questions; teachers ask the questions; and these require "yes" or "no" answers most of the time or involved specific responses. The teachers ask the pupils to repeat the correct answers in chorus.</p> <p>Group activity was rare. Pupils interacted with each other only when they were idle. Teachers roamed the room during class or seat work to give individual attention to those pupils who needed it.</p> <p>Less than half of the term's specified work was actually completed in some cases. The first term's work was carried over to the second term. And other subjects were frequently never taught at all. Teachers appear to extend the instructional time without extending the amount of material covered (more repetition and slower pace). Much of the time is idle -- no subjects taught at all; the pupils play, sleep, or amuse themselves in other ways. The knowledge base of teachers was observed to be very low.</p> <p>Pupil attendance at school was generally irregular, more so for boys than for girls. The reasons given included: residing long distance from school, inability to pay school fees, working for parents, and ill health. A few teachers also had irregular attendance.</p> <p>In some cases, it was evident that the teachers were not really teaching before the commencement of this study.</p> <p>The school timetable was generally not followed closely. Classes did not start on time in any of the 6 schools observed. Teachers indicated that the timetable was overloaded and they argued for only 3-4 subjects per day. In fact, out of the 8 subjects in the curriculum, only 3 or 4 are taught each day, and these almost always include mathematics and English.</p> <p>Pupils are at times intimidated through the use of the cane.</p> <p>Teachers attributed their inability to complete subjects to: too many subjects for each day; pupils are slow to understand what is taught because of language difficulties; and more attention is needed by the weak pupils during the first term. They complain that: parents are apathetic about schooling; pupils come to school late or are frequently absent; textbook supply is inadequate; no funds to purchase materials for teaching aids; lack of facilities in pupils' homes to permit study at home; pupils do not study at home because of other responsibilities; and teachers have high costs for transportation between their homes and school.</p>

**Table 17. Characterization of the Instructional Program in Ghana's Primary Schools (Continued)**  
**Observations of 6 Schools, 41 Teachers, and 1,458 Pupils(Continued)**

Area	Observation
<i>English</i>	<p>The pupils cannot express themselves either orally or in writing. The teachers used the local language most of the time, even in P4-6, while sometimes using a combination of English and Fanti. Little communication occurred between pupils and teacher. Teachers do not encourage pupils to express themselves in English, but rather allow them to resort to the local language. There may be insufficient language skills for pupils to ask questions, and they rarely do. During Ghanaian language lessons, the pupils become more lively, presumably because they feel more comfortable and can communicate more easily.</p> <p>In most classrooms, passages and key words from the English textbooks were written on the chalkboard by the teacher and the pupils were instructed to recite them in chorus. Very few teachers encouraged their pupils to read their textbooks directly, either aloud or silently.</p> <p>All the schools had English textbooks; however, in the urban schools, the supply was inadequate. Supplementary readers were seen in only one rural school. Teacher's guides were available in half the schools. All schools had flash cards. Teacher-made reading cards were seen in only a few schools. Wall pictures were not found in any classroom.</p>
<i>Mathematics</i>	<p>Mathematics instruction was teacher-centered, utilizing the chalkboard extensively. Pupils occasionally worked through examples on the chalkboard, although mostly observed and read examples placed on the chalkboard by the teacher, which they copied into their exercise books. Even when textbooks were available, they were used primarily to copy exercises on the chalkboard.</p> <p>Class exercises were corrected by the teacher in class, while the lesson was supposedly in progress. Valuable instructional time was lost.</p> <p>All the schools had some mathematics textbooks and workbooks, but the supply was inadequate in the urban schools. Instructional equipment, such as chalkboard-set squares, rulers, and protractors, were available in all schools. Teacher-made charts and other aids were not observed in any school.</p> <p>An interview with some teachers indicated that they did not use the textbooks because they were considered inadequate.</p>

**Source:**

Centre for Research on Improving Quality of Primary Education in Ghana. (June, 1993). *Research Reports on Availability and Utilization of Materials in the Central Region of Ghana: Phase 1 Study*. IEQ Occasional Paper #1. Cape Coast: University of Cape Coast and Institute for International Research.

accomplishments, but it also may influence the kinds of input decisions as PREP evolves. For example, one can improve the mean of a distribution by dramatic improvements in those students in the upper portion of the former distribution. We argue that the program should be more concerned with minimal performance from all students rather than the mean performance of the distribution of student scores. The Mission compromised on a lower cutoff for the mean and presumably intends on changing the expected PREP outcomes for percentage attainment. We present this information for those doing the final evaluation. We believe a great deal is being asked of PREP I. It is a fine program but the system is in very bad condition and considerable patience and effort will be required before the impact of investments will be noticeable in terms of these educational outcomes.

The PREP testing program is complicated and expensive. It is unlikely that it would be continued, even if Ministry personnel persist in support of the program. The costs of the program have already led to a reduced set of the anticipated sampling of schools and students, and wisely so. Further cuts may consider even smaller samples, longer gaps between administrations, and more extensive use of results (many of these options were discussed with PREP). PREP has "piles" of data. The emphasis must now shift from test development and administration to analyses and research studies using these data. Different skills and training may be required for PREP and Ministry personnel in order to undertake the new tasks. Certainly greater linkage with curriculum groups would be advisable to focus results on eventual usefulness. The testing has achieved acclaim as important to systemic evaluation. It has led to many system improvements and is widely credited with alerting the Ministry to its considerable tasks ahead. In order to be sustainable, however, it will have to become more efficient, even at the cost of accuracy. PREP can help in redesigning the program to keep its many qualities while improving its chances for long-term survival and usefulness. This is a very important program, and nearly everyone realizes it -- which is a major accomplishment in its own right.

We can predict that PREP achievements will not lead to "80% of all children entering JSS able to read, write, and do arithmetic at the 6th grade level." As we have pointed out, that is asking too much of PREP I. We have already suggested a more reasonable level of accomplishment for PREP. PREP II may offer new possibilities, but the readiness processes of PREP I are entirely necessary. Ghana's education system is "coming back," but it will be a long, difficult resurgence. Education is more than mere inputs; the psyche of Ghana education has been destroyed; and accomplishments in systemic development will be hard to attain. We congratulate PREP, but reassert that it will not reach down to the children of Ghana for some time to come.

## **RECOMMENDATIONS**

Evaluation is an investigative process of search and reflection. Program participants reflect on their attitudes and experiences, share these with external evaluators who in turn reflect on these images to arrive at some general judgments of what has been going on and its value. It is hard to say which set of reflections is the more useful. In most cases, it is the process of reflection by those within the program that will have the greatest impact. We contribute to that process by probes and comparisons, bringing new perspectives, different information, and other kinds of experiences to the discussions. But in the end, it is doubtful that a report will change much of anything, except possibly in very general terms and over the long-term. The real impact of an evaluation occurs in the interactions and self-assessments that go on in the process of the evaluation. We have actively tried to move others to consider their professional contributions and to offer their own ideas for the "shoulds" of PREP. Some have responded and it will be those who will probably be most affected by the particulars of this evaluation.

Below we offer our view of the general and more specific recommendations for the second part of PREP, 1994-95, and we also offer a list of the general lessons that may go beyond PREP, for more detailed consideration during the latter part of PREP, possibly in the summative evaluation of PREP I or the preliminary planning for PREP II.

### **General Recommendations**

Two general themes underlie our analysis. First, PREP has fit well within the reform agenda of the Ministry of Education and it has carried out its tasks as well as could be expected within the context of that reform. One of the problems in an evaluation is that we tend to gloss over the areas or items that are going well and concentrate on those not going so well or of greatest interest. In PREP this is a concern because the program is doing what people want it to do, it has carried out its tasks with commitment and earnest, and it has accumulated many anecdotes of success. We do not want to minimize its many accomplishments, which occurred for the most part over the latter part of a very short history. We could analyze why it has done so well, and why it is now accompanied by such positive feelings about its endeavors. This is ironically more difficult than hypothesizing why something is not going well. PREP deserves more careful analysis. Unfortunately, this lies beyond the scope of a mid-term evaluation. The few keys to its recent successes that we see most clearly are:

- local responsibility for actions and accomplishments
- good stock of technically qualified local professionals to carry out the programming
- continuous support and leverage from the USAID Mission



- perceived appropriateness of the program agenda and process general trends within the country that indicate all facets of the formal society are rejuvenating, and are nourished by the most stable economic picture enjoyed in many years
- conditionalities are attainable and potentially pivotal in the resurgence of educational quality (or at least its hope) key problems are input deficits

There is the general observation that when things start going much better after going so poorly for so long, a program has a good chance of assisting in the upward trend. This is the notion of increasing returns -- higher returns on development investments will result when improvements are occurring in other areas that reinforce the particular assistance efforts. PREP fits into the Ministry's vision of its own reform and it fits well, and intentionally so, with other donor efforts in both the general economic recovery and the resuscitation of education.

Second, in the spirit of fine-tuning, we target the central feature that has earned the accomplishments for PREP and is more generally needed for systemic reform -- that is management capability. Although resources are few and individuals face many personal constraints in carrying out their tasks, we believe that system can do better, even with nothing added but enthusiasm and good intentions. There are many individuals who are doing their best and they can take pride in the fact that they are responsible for what is good within this impoverished system. It can be argued that personnel need more training, but they already know something about their roles in education and the ranks of untrained teachers at the classroom level are dwindling. There is not an urgent need to assist people to do something differently technically. We argue that the performance of schools can be dramatically improved if what is already known is used in the classroom and if others focus their attention on the purpose of their efforts rather than the particulars (a program view rather than a job view). We need to celebrate the excellent efforts of individuals and convince the many others to follow their lead of dedication and responsibility. This is not the end of the story, but it is all that is necessary for this part of PREP. Many point to the breakdown in consequences associated with absences, passive participation, and misbehavior. There is only weak evidence that the system rewards good performance and rejects poor and inappropriate activities. Ambiguous incentives contribute to general ethos of learned helplessness. When this is systemic, the system is depressed and self-recriminating. Individuals look elsewhere for their life's rewards and general nurturance of the meanings that direct their personal investments.

This institutionalized helplessness is changing as more and more individuals see the hope of reform, and PREP can contribute to the infusion of accountability and enthusiasm. The system will not change by exhortation, or punishment, or dramatic appeals to new innovations. The ethos of inactivity will only yield to real changes in the incentives in the system, perceived consequences of the appropriate kinds of behavior, and the management of these arrangements over a long period of time. PREP needs a conceptual framework to

its programming in order to contribute meaningfully to this incentive restructuring. We are suggesting, as immediate themes, specific attention to the incentives of action and help in the management of resulting activity towards program goals. And we are suggesting that these themes are not only for PREP but need to go deeply into the Ministry.

Specific recommendations are presented with explanations below.

1. *Continue the general framework of PREP. Reassess for PREP II.*

PREP is very young, only a little over 2 years of activities and a more recent history of delivery of inputs. We see no reason to change the general approach at this time. Things are just beginning to happen. However, we offer some notes about how to think about the framework for programming and the foci for investment. Some of the most notable accomplishments of PREP represent useful lessons for fine-tuning of future programming.

- Curriculum-Based Testing to provide an objective basis for systemic reflection and review
- Direct, local investments that signaled reform has reached them, and more specifically, the immediate arrangement of incentives to attract and retain good people to rural sites
- Refreshing inputs, textbooks and materials, to offices and schools to reinforce their resurgence
- Study tours to revive professionalism and add new ideas and information to the process of reform
- Investment in local professionals to develop and hone their skills and retain their talent for the reform
- Catalytic action, leveraged by resources, to bring individuals, agencies, and institutions together to accomplish reform tasks
- Balance provided by financial conditionalities
- General contribution to ERP

Each lesson is underwritten by the rearrangement of incentives (and the provision of new ones). This has been the implicit framework for PREP. As PREP carries on, it may be helpful to consider explicitly the implications of program selections and strategies for more effective incentive arrangements and improved management.

The following set of initiatives have some problems that need attention:

- Inservice training, while contributing to the information dissemination of the reform agenda and generally indicating interest in teachers, is poorly planned, coordinated, and presents a deficient view of teaching and an inadequate model for skill training.
- Internal monitoring and evaluation, while contributing to the general information pool, has not been insightful or influential in the management of reform. This is a systemic problem not a capacity problem.
- Local staff development inservice, while also contributing to the information dissemination of the reform agenda and generally indicating interest in administrators, is too vague in objectives and direction. An exception has been the training on CRT, which has led to the development of the tests in mathematics and English.
- Equity pilots have been useful for the general improvement of targeted schools, but have not led to policies and plans to attract to school increased numbers of pupils from the age cohort, and in particular female pupils, from the northern, rural areas. The original intent was to initiate an institutionalized approach to addressing social constraints to improved system access and equity. We not only need to better understand the reasons for inequity but also the institutional reasons for the lack of responsiveness.
- Missing from the strategies has been some way of getting the books distributed from the District offices, encouraging Head teachers to release them more often to teachers, and getting teachers to let pupils use them frequently and with explanation and tutelage. The procurement problems were only recently solved, so perhaps PREP can now turn to these other delivery issues.

The apparent flaw in these past efforts is that they are too general and ambiguous in strategy and activity.

2. *Focus on districts. Assist a subset of schools using minimal resources to demonstrate functional possibilities rather than resource rich possibilities. Carry out this assistance working with the World Bank Primary School Development Project. Move to scale in PREP II.*

The focus on districts for the infusion of inputs is not a new initiative, either for the Ministry or for PREP. For the Ministry, strengthening the District capability is essential to the decentralization process. And for PREP, Target 3.4 in the Monitoring Program Performance: USAID/Ghana (1993) calls for "increased management capacity at district levels." PREP has, in fact, carried out several training courses for district personnel and new appointees to district offices. At the purpose level of the program, we are aiming for improved institutional frameworks. The focus on districts better aligns the programming and

provides a hook for improved planning and design of investments. Because there are 110 districts, PREP I can begin to examine useful strategies in a selected set of districts and build an information bank of constraints and management solutions to transfer to other districts. The intention is to move the program another step closer to schools. The compliance with financial conditionalities has been accompanied by many other reforms at the macro ministerial level. It appears, however, that the improvements at the macro level are not yet finding their way to schools. While the top level infrastructure evolves, it seems appropriate to take on more actively the direct support of decentralization within the PREP framework.

GES is now decentralized to districts under PNDC Law 207. District education Officers received training under the UNDP/UNESCO Strengthening Educational Planning Project (GHA/85/006; see Background Document on Planning and Budgetary Tasks to be Performed by District Education Officers, 1991). The relationships between the PBME and district officers were spelled out in the training sessions and the resulting reference manual. The framework is in place and the district offices are at various levels of development along expected lines. As the textbook delivery problem has indicated, these offices have input problems. PREP may be able to leverage the relief of key local policy and institutional constraints through resource contributions to the district level. For example, it would be better to focus the training program through districts where there can be more precise needs assessments for the local schools. Targeted training, supported by the Circuit Supervisors and monitored through the district administration, should be more effective. Ghana has a long history of using its Inspectorate in professional development activities. Attention would also be drawn to the resources of GNAT. With better district information, their assistance may also be better utilized. There is always a tension between the "teacher as worker" and the "teacher as professional" that affects the construction and effectiveness of inservice programs. That tension needs to be played out at the district level to deal with the local problems.

3. *Address attitude and behavioral change directly; assist in the improvement of communication and the management of incentives. Focus on districts. Carry out constraint analyses at the District and local levels.*

Textbook delivery seems to work between the center and the districts. The apparent problems are that books are not being quickly moved from the districts to the schools, and from the Headteacher's office to pupil hands. The delivery from districts to schools is largely a resource problem (no petrol or funds to reimburse Headteachers), although support has been allocated in district budgets. Since PREP has only recently smoothed over the delivery schedule, perhaps when books flow more regularly these deficits will become less common. More difficult are the problems at the school level. How can teachers be convinced that they need to use the books regularly and make them part of the instructional program? Also, how can pupils and families be educated about book care, so that these books last as long as possible. The quick retort is always "we'll tell and we'll show them," but EdSAC has a longer history in this area and still the problem of non-use exists. The

second answer is to train the teachers, and this was part of the inservice scheme of PREP. But the problem still exists. There must be local constraints or local concerns that are not being addressed. EdSAC and PREP are eliminating the resource constraint. Now, we need to know what new issues lie beneath. And more broadly, so little is known about the important school ecology. PREP's social analyses have dealt with macro social and cultural constraints, but have not studied the social and cultural climate of schools. Until we better understand the context of local reform, it is very difficult to design appropriate solutions to local problems.

One possibility is to focus the efforts of UCC's Centre for Research on Improving Quality of Primary Education in Ghana on the culture of the classroom. They have carried out basic descriptive studies of a few schools, and those analyses are interesting commentaries on the current instructional program and the style of presentation. There is very little variation noted across schools or classrooms. What are the incentives that determine teacher and pupil behavior in the classroom? Why, if we lengthen the school day, do teachers take more time, rather than cover more material? Why are only 3-4 subjects taught per day and the official timetable ignored? They have described what happens. Now it would be interesting for them to find out why some of these things happen. Some variant of Participative Rural Appraisal may serve to gather information. Technical assistance may be required to enhance staff skills in case study methodologies, ethnographies, and more probing analyses. With some information about the incentive systems operating in schools, plus a better understanding of what teachers think about their work and their careers and what pupils think about schooling, we may be better placed to address the local constraints to reform.

Reform is difficult to accomplish. Educational activities are so diffuse and the system so large that it is difficult to call everyone to "action." One of the clear problems in the education infrastructure is the problems of inter-agency communication, a problem that pervades most education systems. In this case, there is very little information used across agencies that affects activities and few official, mutual endeavors. There are always exceptions, but the general impression of decoupled groups is inescapable. Although we were not evaluating the Ministry, there are clearly institutional constraints to effective management within the system. PREP may want to strengthen its support to the central agencies by helping the Ministry to look at its communication networks and information architecture.

4. *Assist the UCC Department of Primary Education. Need leadership in teacher education. Carry out this assistance in cooperation with the ODA, Division of Teacher Education, Winneba, and GNAT. UCC and GNAT may be the future reserves for technical assistance. Link UCC/Winneba to districts and GNAT.*

The Department of Primary Education at UCC officially came into existence in October, 1993, just as this evaluation was beginning. Areas to be touched by the graduates of this new department are: teacher trainers in TTCs, administrators and supervisors in

primary education, Headteachers of primary schools, organizers of inservice training for primary school teachers, developers of curriculum materials for teaching in the primary school and training colleges, researchers in primary education, and initiators of improvement in the quality of primary education (B.A. Eshun's Establishment of a Department of Primary Education, 1993). In the future every part of the system will be influenced by the graduates of this department. Linked as it is to Winneba, UCC and its linkage are good candidates for further PREP support. ODA has technical assistance and equipment aimed at the enhancement of Winneba. PREP should coordinate efforts at UCC with them; the combination of UCC and Winneba capabilities will be very important to long-term development, and short-term technical assistance within the system, and cooperation between the donors will be just as important as cooperation between the institutions in terms of the infusion of inputs and foreign assistance.

There is little way that a depressed system can examine competing schooling models or create new ones without contact with external sources. We would propose that UCC provide the "academic" leadership essential to the critical analysis of schooling in Ghana. Technical assistance could be provided to UCC if they lack sufficient capacity. Only Dr. Eshun has really studied specifically in primary education. And the task is enormous. Some support is available through the IEQ Project. Additional support could come through that project or the PREP/TMG connection or both (or of course through the EDC linkage). We strongly believe that technical assistance will be needed at UCC; they in turn will serve as technical assistance for the districts, TTCs, and the Ministry at the policy level.

5. *Support the revival of district resource centers to provide direct assistance to local teachers. Purpose is to provide opportunity and resources for the professional development of teachers. Carry out this assistance in cooperation with the ODA, CES, and GNAT.*

ODA has invested in this area in a limited way. This strikes at the heart of professional development. To a large extent, we all do what we think is expected of us. If we insist on "telling" teachers what to do in inservice courses, they will also "tell" their students what they are supposed to do in school. The image of teaching and learning is deficient. It will not be improved by better inputs only; we need to reconsider what is a teacher in Ghana and what is a student? These debates, as well as professional enrichment experiences, can be centered at the district offices in resource centers. They provide the venue, the materials, and the new information that is necessary for the continuing reflection on what is schooling in Ghana. Many ideas for these initiatives are now available in the USA as a result of our own re-examination of education and teaching.

6. *Improve use of information at macro and District levels. Align indicators for District with systemic indicators, and build in consequences for accomplishments. Noted problems should be given attention. Bring decentralization to "life. "*

This is another kind of call for the enrichment of the decentralization scheme that is in progress. As we have indicated in the evaluation, most information is available at the core but rarely used there because of its late arrival, analysis, and assimilation, and the information is almost never used at the District or lower levels. Since they send the information, they should be able to use it for their own purposes early on in the process. One of the problems made clear by many, both at the District level and from other sources, is that the data are rarely accurate. Districts "fiddle" the results for many different reasons and under many different incentive enticements. It may be necessary, therefore, to examine the information architecture and its integrity, first, before working on the use of data. Unless data are accurate, locally analyzed, and flow in a timely fashion, decentralization will not be effective. We can not speculate on the reasons for inaccuracy or delay, but we sense that insiders know a great deal about these problems. Unless the Ministry seriously takes on these professional issues, then little effective development can occur.

7. *Disaggregate achievement test information by subscales and by District. Use this information to better target school development efforts. Perhaps focus on a District in PREP I and move to scale in PREP II. Develop testing infrastructure if this type of information collection is to be institutionalized.*

One of the most outstanding achievements of PREP has been the development of the CRT in mathematics and English. As mentioned above, the information culled from testing results needs to find its way back into the system to help identify problem areas at the district and school levels. This should aid in the planning of training and supervision in the local context, and it should provide some implicit guidance to teachers about the areas of instruction that need particular attention in their schools. The form and nature of communication must be carefully worked out. Again, it is hard to pontificate about these considerations without better knowledge of the information architecture and incentive systems. That is why it might be wise to work with one or two districts in order to better plan the distribution of testing information.

8. *Revisit the equity initiatives. Focus on the north if that is where the inequities continue to exist; study the reasons for not going to school; and consider a wider range of community involvement activities in order to sustain hoped for gains.*

The broader purpose of the equity initiatives was to produce an institutionalized mechanism for improving a systemic problem, inequity across regions, gender access, and retention in the north. Equity problems are extremely important. So, this was a clever investment for program initiatives to leverage institutional development. Unfortunately, it did not work as might have been expected. General system poverty and political considerations altered the purpose of the endeavors and although it could be argued that a mechanism was created to deal with systemic problems, they chose to soften the purpose of the initiatives. If only institutional development were the aim, then the leveraging appears to have accomplished limited objectives. But the intent was also to deal with the

larger issue of equity and this was directly addressed only in the girls scholarships, which appear to have been only somewhat effective.

9. *Bring the notion of PROGRAM into the Ministry and GES. Have each subunit identify its purpose and propose targets for accomplishment. The idea is to tighten the institutional network through accountability. Problems are noted. Then a better sense of needs may evolve and help direct subsequent PREP investments.*

PREP, as a strategy, can serve as an exemplar to ministerial organizational arrangements. The focus on purpose rather than specific deliverables is an important concept in development. Too often, the steps of a task are carried out but devoid of effectiveness. The emphasis should be on accomplishment. This also carries the notion of responsibility and accountability. For example, if the central unit monitors compliance of the district and school units to certain specific expectations, they get them -- but they are not real and they promote institutional fiddling rather than institutional development. The incentives for development must be greater than the incentives for deception or disguise of problems. Even from our brief review of ministerial activities connected with PREP, it seems that there is an emphasis on form rather than substance. Some of this would be expected and occurs anywhere, particularly when requests and expectations are unrealistic. In looking at World Bank reports, their evaluations are very positive -- compliance is high and indicators look good; when we look at the same system they are reporting on we see very little there. Will PREP be the same -- a success with little legacy? Attention to the accuracy of information and its real meaning will be an important part of the program.

10. *Continue the integration of PMU into the Ministry and GES. Monitoring and Evaluation might be the next unit to move in order to increase the capacity of the thinly staffed PBME and help to align data collection and indicator analyses for PREP and the Ministry. Perhaps CRT could find a home in either PBME or CRDD.*

PREP and its partner projects are most successful when they operate outside of the government infrastructure or operational modes. Unfortunately, this success rarely translates to sustainable progress and fails to penetrate deeply into the formal system. As we have argued throughout, the key is good information, not good in the sense of compliance and apparent availability, but good in the sense of accuracy. There are many layers to the "story" of the Ministry. Only the Ministry can unravel its tales and assess credibility and integrity. Unless that becomes part and parcel of development activities, then we shall continue to witness apparent but superficial or ephemeral, progress. Program assistance can address those areas that are merely resource poor. Ghana is at a critical stage. There is a chance to attain a critical mass of capability and professionalism. Resource problems persist in every education system of the world. Ghana's are indeed more serious than most. It is difficult to put into words but we believe the most serious concerns are non-resource concerns. The system needs "hooks" of professionalism to hang its processes on. Research and evaluation might be a way to empower the capable personnel throughout the system to reflect on local activities and work on specific



resolutions to barriers. This means spreading the "new" ethos of PREP and using the resources of PREP to contribute to the creation of even more professionals. The Ministry's future depends on the number of serious professionals that will occupy its key positions and influence the many others around them.

### **Specific Suggestions for Action**

Much of what is needed in PREP is better information and the use of that information. The activities to date have been good openers for the program and the development of a "team" of technical personnel has been achieved, despite changes in leadership. But PREP, the Ministry, and the Mission want specific actions to come out of the evaluation.

One caution we give is that the process of evaluation is different from the process of design. Evaluation entails consultation on claims and evidence; design uses the information in a broadly consultative framework in the development of user-owned plans for future action. The information collected in evaluation is important for the purposes of design. But, the "quick" impressions of what should follow are not always insightful. In design, we need to have good information about the underlying causes of constraints. One major concern with PREP is that, despite the careful monitoring of status, there is little critical on-going evaluation of the meaning of the status information. PREP is young and really just getting going after its second year of full activity. The major need is for better information to guide its future. There is considerable evidence that PREP responds to informal information. While recognizing the importance of informal networks, we are talking about the institutionalization of information gathering and analysis within the Ministry to feed the mechanisms of reform and the development of the policy framework.

### ***Information Gathering and Analysis***

1. Now that the 6% of expenditures is available for materials and supplies to schools, it is necessary to track the use of these funds and ascertain the validity of that level of budgetary support.
2. Continuing studies of rate of return were promised in the early documents. Attention to this matter may help to improve the eventual accuracy of financial and school information.
3. Little is known about the competencies of teachers, either before or after training. Develop a teacher competency instrument -- a model is available in Botswana or from Ohio University (from the Botswana PEIP Project to develop a Department of Primary Education at the University of Botswana). This instrument, coupled with community information, classroom studies, and the CRT data, will provide a more informative base to both strategy development and training plans.

4. Except for a brief study by UNICEF, little is known about the relationship between community and schools. Why do children not attend school? Why do girls not attend in particular areas at the same rate? How do children and teachers view schooling? How does the community view their school? What is a menu of possibilities for community involvement? One immediate outcome of this investigation should be the expansion of the community involvement initiatives. Community involvement helps everyone and improves the long-term relationship between the school and the community. It may be the key to sustainability of the instructional program.
5. Using the expertise of UCC, follow on from the classroom description studies to probe the reasons for instructional strategies, textbook and materials use, and teacher behavior. What is the relationship between the teacher and the pupils? What is the relationship between the teacher and the Headteacher? To keep the focus on the purpose of the program, the link to schools must be kept in view. The information at the moment is inadequate to inform programming to fulfill the purpose.
6. Although the CRT data are now available for 1992 and 1993, only a cursory analysis of the 1992 data have been accomplished. New optical scanning equipment will help but the CRT team is overwhelmed with data. The 1992 data should be probed as soon as possible and results gotten out to district offices. The CRT team is excellent; they just need more hands and more time to do all the things expected. Similarly, the 1993 data must be processed and probed. And the teacher college test data poses interesting possibilities as well. The shift in responsibilities of the PREP team from test development, administration, and processing to data analysis and research may require technical assistance.
7. Little systematic and comparative information is available on the quality of TTCs. We advocate greater support be given to the UCC Department of Primary Education. Part of that agenda should include the initiation of self-assessments, both of UCC and Winneba, and then through them, the TTCs. Unless better information is available it will be difficult for UCC to plan its program for tutors and the general improvement of the TTCs.
8. The PSDP will take up the training of Headteachers throughout the primary system. This is an excellent opportunity for them to gather their thoughts and investigate local school needs. Training in the future should be more clearly targeted to local school needs. The idea of school-based training means just that. It is not clear that the current teacher inservice program produces either the content or the skills for future trainers at the district level.

9. Following on the idea of the development of a cadre of local trainers, many trainers have participated in the PREP inservice program. Instead of planning future sessions for them, it may be wise to bring them together to find out about their experiences in the training and their recommendations for the improvement of their own skills and the deployment of their services. We favor a district level utilization, where the district office assumes the responsibility for the collection of needs assessment information. The design of future inservice can then be based on the needs assessments.
10. The validity of the CRT is assured by its connection with the curriculum. Tentative agreements have been secured through the curriculum group that the number of subjects in primary school would be reduced. This has been a reactive response to the poor CRT results. We would advocate more study be devoted to the curriculum issues and their consequences. What is taught in school is related to what people think schooling is about. Tinkering in this area, without careful analysis, could have unwanted consequences. Technical assistance may be required.
11. Why are system data not available for current years? The reshuffle of the Ministry is clearly one of the reasons. If there are others, then perhaps PREP can assist. Finding out more about the problems in data processing and analysis would be useful to the institutionalization of the monitoring and evaluation side of PREP. We would recommend technical assistance to work with the PBME. The tasks of TA would be to discover how to revitalize the PBME, how to combine PREP and PBME monitoring and evaluation activities, how to activate the District monitoring and planning activities and link these to the needs of the PBME, and how to improve the utilization of information for policy development.
12. Establish a minimum set of district-level indicators, requiring evaluation by the district in reports to central authorities. Attach budgetary importance to particular indicators. This information and its use should have consequences for assistance to the districts. These indicators might look like these:
  - pupil retention rates between different primary classes, by gender
  - CRT results broken down by sets of objectives (scales)
  - teacher absenteeism
  - classroom textbook use
  - pupils per leaky classrooms
13. Help the district offices assemble their policy frameworks and documents. As far as we can tell, previous training and information sessions have focused on the tasks of the job. We recommend attention to the substance of decentralized management. Although the district policies will fall under and

be consistent with the Ministry's, there is every reason to believe that there may be local differences that emphasize the priorities attached to local constraints.

### *Support for Decentralization*

1. Although some of the above recommendations bear on aspects of decentralization, here we are concentrating specifically on the improvement of management and personnel. Some training has been provided by PREP. We would recommend the selection of a few districts for initial special attention (with expansion to others as PREP evolves). Based on a needs assessment of each district office, assistance would be planned. In some cases, specialized training might be provided; in others, help may be requested with particular problems.
2. Support UCC's Department of Primary Education, with the intention of ensuring the availability of technical assistance for the district offices. From preliminary discussions, this support may be resources and personnel (maybe through the TMG project portion and others working with Fullbright or other exchange programs). The UCC/DPE must become well connected to the school system. The link at the district level will give them access to schools as they assist the districts in their information and research agendas.
3. Develop and revitalize district resource centers to provide the local venues for inservice training and professional development. Initially, we are not recommending ambitious efforts to change teacher instructional methods. The resource centers would contain information, captured ideas, and sample materials and aids for the teacher-centered approach used in all schools. The argument is that teachers need to be secure in doing what they now believe to be the way "teaching" occurs. If they just did what they are doing better, the system would improve considerably. At some later stage, it may be possible to expand their horizons. Working with GNAT on this initiative, the emphasis would be on professional development. They may be able to help to support and utilize the facilities and operation of these centers.
4. In consultation with the district offices, establish development communication (two-way information campaigns) programs in the districts. The purpose is to address those key areas of constraints due to inadequate information in the school and community.
5. Continue and expand resource support for the district offices. As part of the needs assessment, determine the resource deficits and try to assist. District offices may need the infusion of funds, equipment, supplies, or materials to set up for its expanding role.

6. Provide more study tours to district and school personnel. They appear to help revive their professionalism. Sponsor district seminars to discuss the implications of new ideas and experiences for the local reform.

*Institutional Development in the Ministry*

1. Encourage the Ministry to activate the policymaking mechanisms for reform. Assist these mechanisms as required so that they create and assemble the formal policies guiding ministerial activities. Organization development assistance may be required.
2. Provide assistance to the curriculum development capability. The textbooks will assist the schools carry out their instructional programs. The long-term question is how to improve these textbooks and supporting materials to meet the particular demands in the Ghanaian system. Curriculum expertise may be required to tackle the problem of content in the primary program. Core objectives were identified for the development of the CRTs. Are these well represented in the present textbooks? How can the curriculum requirements be streamlined, with added depth, to encourage learning? Lesotho is presently engaged in this kind of debate; materials and discussions with Basotho professionals may lead to new ideas and awareness of likely problems. Namibia is also looking at massive expansion of its system, severe language deficits, and the development of an entirely new curriculum. There may be useful lessons there as well for Ghanaian curriculum development specialists.
3. Provide assistance to the analysis of linkages between the MOE and GES. Policy and implementation are frequently decoupled by accident or difficulties. It will be important to create mechanisms that ensure the continued communication between these important entities. PREP should help as requested.
4. Continue the integration of PMU into the Ministry and GES. We have already commented on this. Studies on capabilities and fit may be required in some cases.
5. Training in policy development and implementation may be required in some cases in order to bring the notion of program into the Ministry and GES. Each subunit should be encouraged to outline their purpose and contribution to the reform agenda. Their activities should then be monitored in terms of their purposes.
6. Study tours may be useful to inform policy makers about the underlying issues surrounding key policies. An example may be the equity policies. Experiences from other places may be informative.

7. Streamline the procurement process to speed up flow of expenditures.
8. Improve textbook distribution, not through more training, but rather through increased responsibility given to district and circuit level.

*Conditionalities and Targets*

1. Condition Precedent 5.6 requires "evidence that CRTs have been administered to at least 80% of P6 students and results published." Testing 80% of the P6 students is not necessary for monitoring and evaluation purposes. Presently, roughly 5% are tested with acceptable accuracy. Additional numbers would yield little additional information, cost considerably more, tax the test administrative capability of PREP, and probably seriously jeopardize the quality of test administration and the quality of the scores. The 80% should be replaced with 5%, and an additional covenant should reflect the need for testing at both the beginning of PREP (and this has happened in 1992 and 1993) and the end of PREP. The CPs will have already passed, but a covenant will keep the expectation of continuation of testing in view.
2. The meaning of CP 5.5 that requires "evidence that 90% of primary school teachers trained to minimum teaching standards" is not clear. It appears the CP will be met by the replacement of untrained teachers with TTC graduates. Therefore, the CP does not serve as a lever on inservice training. The accomplishment of the CP could be important to the improvement of the quality of the instructional system, and therefore, should be kept in place. An additional covenant may be in order to clarify the expectations surrounding inservice education and to clarify the meaning of CP 2.3, as already met, over the long-term of the program. We would recommend couching it in terms of outcomes rather than delivery of service. The key item for PREP is textbook use. The covenant could specify the presentation of "evidence that 80% of a representative sample of teachers are using textbooks in accordance to Ministry policy in the classrooms." This requirement could be met through the existing district office reports and need not require a separate, expensive data recovery exercise. We have recommended this as a covenant because the intent is to clarify the expectations of the program and not to control the release of funds.
3. We have already indicated that the CPs 4.4 and 5.4 that call for "continuing tracking materials expenditure" should be accompanied by an evaluation of the 6% target value.
4. Given the apparent success of the CP set, we see no reason at present to change the mix or range of CPs. The problem that we have noted is the need to spell out the expectations that accompany these CPs so that "evidence" is

appropriate and process is evident. Much of this has been done informally, which is fine but imprecise and rests the effectiveness of leverage on the personal relationships of Mission representatives and those in the Ministry. Since both sets of people may change, it would seem well to be clear about the program and its purpose.

### **General Lessons**

It would be premature to specify the larger lessons learned from PREP for future development efforts. Here we list some of the areas that were suggested by the PREP evaluation; perhaps this list can serve future evaluations.

1. *Leverage by conditionality at the systematic level works but is not a sufficient strategy for educational reform*

This will not surprise PREP managers. It was recognized that in order for PREP to work, there would need to be financial growth, political stability, and a will to change. The program support of PREP and other sources contributes to the ERP in general, and the conditionalities guide local management of the education sector. Political stability lies outside the area of aid assistance. So the will to change is the key that is not addressed directly, but left to fate. Additionally, we know that economic growth must be accompanied by good management. In the education sector, PREP has contributed only marginally to the decentralization effort. The new World Bank project will take up school management improvement. As is typical in program assistance activities, something must be done to address the will-to-change. In specific instances, the problems may lie in resource deficits. It is more likely to go deeper. After initial assistance with inputs, progress is more difficult because the system has usually settled into comfortable arrangements of inactivity. Opportunities for impact on the will-to-change are more complex and diffuse. Furthermore, the tendency is to program external incentives rather than develop and nurture the more enduring intrinsic rewards associated with personal and institutional development.

Accordingly, we recommend that NPA fix its focus on purpose, but provide a flexible framework for its programming. There should be a plan, even a beginning logical framework. The information obtained from the review of program assistance should be used actively to learn from recent local experience to fine-tune the specific activities so that they continue to contribute to the overall purpose. The programming conflict is between the need to provide continuity to investments, because influences are slow and evolutionary in most cases, and the need to change as the local context changes. The EHRDO or technical assistance must have the communicative skills to negotiate and the technical skills to analyze the complexities and implications of program investments.

2. *Education Systems must learn from experience. There is weak evaluative capability. There are few connections between activities, monitoring, and financial evaluation.*

For a long time, there were few resources and little meaning to using information to try to alter situations for which there would be no investment. It will take some time and experience before there's recognition that something can be done now with the added resources of EdSAC, PSDP, and PREP. When there are consequences to plans and actions, information becomes more important. With decentralization, the District office becomes increasingly important and good information is the essential ingredient for local effectiveness. In order for the office to become responsive to local problems, it must understand them and begin to link the schools with activities, information about the school, and available finances.

3. *Political decisions and leadership are keys to sustainability.*

This is such an obvious lesson perhaps. Time and time again, good leadership will overcome apparent deficits and poor leadership and political intervention will create more deficits. Only if the Ministry accomplishes its decentralization and creates a significant cadre of capable peripheral officers in districts and schools will it become buffered from adverse political influence. There are many pockets of problems in the Ministry. The road to sustainability for any program will not be an easy one.

4. *Using systemic constraints as a starting point for program assistance appears to be a good idea. The infusion of inputs tests the hypothesis of resource deficit versus technical deficit.*

PREP appears to have been a good idea for Ghana. But Ghana needs many things. Once the areas of resource deficit have been identified, then other areas of concern will emerge that need other kinds of assistance. The conceptual "battle" between PA and NPA seems like a foolish contest. Some kinds of problems respond to resource assistance and some kinds of problems respond to technical assistance. We know this from our own institutions. Every one of them seeks both kinds of assistance all the time. The notion of assistance in development has become synonymous with "weakness" rather than strengthening.

5. *Investments at one level rarely lead to contributions to another, because the education sector is loosely coupled and sometimes uncoupled. Little passes from one institution to another, and institutions cover their own needs so that they are not affected by these gaps in communication and coordination*

It is very hard, or at least slow, to get any "trickle down" effect in development. Of course, to some extent all strategies rely on some generalization. When investment becomes the sole means of possible success, as in the staff development program of PREP, it is cause for concern. We need to better understand the couplings and cultures of organizations before planning investments. So often, strategies and investments are based on "obvious" possibilities that are not so obvious once implemented. It appears clear that if one trains trainers, they will train others, and soon everyone will be trained. We need to go further



to examine what kind of information is transferred, what is its cultural baggage, and how can we improve the information architecture within which it will move. That is, where do we need connectivities and where do we not. This more elaborate view of communication and training is essential to success. Things are not so "obvious."

6. *Effective interventions are marked by communication, broad negotiations, flexibility, and patience.*

PREP's successes have these characteristics. The EHRDO has been the linchpin for communication and has brought parties together that have not been connected before. He keeps the information flowing and helps to "translate" the shared meanings and concerns, outside of the politics of local concerns and without apparent personal gain. He carries credibility. Because of the framework of PA, activities can remain more flexible than in a project. This has been an added gain. Many projects are "over-managed" as well as poorly managed; they can not respond to the changing environment of development. PREP has been able to do that, guided by the particular insights of the EHRDO and his growing collection of capable connections within the Ministry and PREP. It is a good formula for success. Some of it will collapse with his inevitable departure. This role must be transferred if possible before that happens. Fortunately, the EHRDO seems to understand the delicate nature of program relations and every effort will be made to accomplish continuity. Let us hope the PSC position can rise to the occasion and that future appointments to Ghana will build on the success of this fine Mission.

7. *External technical assistance is most useful in terms of acting as a catalyst for otherwise unconnected agents and activities.*

We are convinced from looking at PREP (and other evidence) that most TA impact on sustainable progress occurs when local individuals and expertise are brought together and shown how to work together on the problems at hand. There are exceptions to every rule. The assistance in CRT was essential to teach new ideas and provide new information; that should always accompany TA. Even in that case, the selection of capable local personnel and their excellent collaboration made the activity a success. Perhaps this is one of those obvious things, but we urge the Mission and PREP to look for the kinds of TA who will bring expertise and catalytic assistance to the problems. So often projects and programs look to people who have done it before --with so many poor development projects, this seems a strange strategy. What is needed is to find the best people, regardless of contextual experience, who are skilled at bringing people together and working with people on tasks.

8. *Do things better not necessarily new things.*

We look at the classrooms of Ghana and ask ourselves, what new strategies and modern agendas can we bring to these contexts? Perhaps, we would be better to ask at this early stage, how can these teachers do what they know how to do better? Few would be happy with this approach. The idea is that they should do the "best" things. But no one

knows what the best things are for every context. The road to development is iterative not prescribed. Dramatic and innovative solutions to Ghanaian educational problems will fail; borrowing ideas and programs from the USA will fail; education is a social event -- it must be handled in context. This does not translate to "only locals can do it." It means that they should do it, but may need new insights from other places but not prescriptions. We stress in this report: manageable units of intervention (districts), better information (research and knowledge sharing), and empowerment of teachers along professional lines (individual development and self-evaluation).

### **Acknowledgements**

We need to thank the many people of the Ministry, PREP, USAID/Ghana, and other individuals from donor agencies and elsewhere who gave their time and ideas. We would like to thank the Minister of Education for his special kindness and attentive ear. He has much to be proud of in this program and the Ministry. Many good things are happening. The Mission is reputed to be one of the best around -- attributable no doubt to the individuals in each position and to the leadership. We would like to thank both Dr. Goodwin and Dr. Khan for their gracious assistance. PREP is the "apple of their eye" and we did not always see the project as polished as their vision. We would also like to thank Mr. Bennett of the World Bank; his historical perspective on Ghana education was invaluable. Naturally, even these many fine people could not be held responsible for the ideas and assessments of this report. We must take final responsibility. As we have stressed throughout, this evaluation was a process not a report. The most important accomplishments of the evaluation are not on these papers. We probed, we disturbed, and we congratulated. Hopefully, all realize that we collectively thought that PREP was worth the effort!

## **APPENDIX A**

**LOGICAL FRAMEWORK FOR  
PREP: GIANA PRIM. EDUCATION PROGRAM**

<u>OBJECTIVE</u>	<u>OBJECTIVELY VERIFIABLE INDICATORS</u> <u>OVI</u> s	<u>MEANS OF VERIFICATION</u> <u>MOV</u> s	<u>ASSUMPTIONS</u>
<b>GOAL:</b> To establish a quality, accessible, equitable and financially sustainable Ghanaian primary education system by the Year 2000.			
	A. 80% of eligible children nationwide attending primary school.	A. MOE/GES enrollment statistics.	Political stability; continued GOG adherence to ERP/SAP provisions and donor support for ERP/SAP; resultant continued economic growth at 5%.
	B. 80% of children entering primary school graduate from P6.	B. MOE/GES retention statistics.	
	C. 80% of children completing P6 meet the criteria established in reading, writing and arithmetic.	C. Criterion-referenced test scores in P6, Year 2000.	
	D. 50% gross increase, enrollment of boys and girls, target inequity areas.	D-E. MOE/GES enrollment and retention statistics, 1991-2000.	
	E. 25% increase in retention, boys and girls, target inequity areas.		
	F. MOE funding 100% of primary education costs for "design case" education system from it's own recurrent budget by the Year 2000.	F. MOE/GES budget and expenditure statistics.	
	G. Primary school student:teacher ratio at 40:1.	G. MOE/GES enrollment and employment statistics.	

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<u>OBJECTIVE</u>	<u>OBJECTIVELY VERIFIABLE INDICATORS</u> <u>OVI's</u>	<u>MEANS OF VERIFICATION</u> <u>MOV's</u>	<u>ASSUMPTIONS</u>
<b>PURPOSE</b>	<b>END OF PROJECT STATEMENT (EOPS)</b>		
To strengthen the policy and institutional frameworks required to assure a quality, accessible, equitable and financially sustainable Ghanaian primary education system.	<p>A. Policy for increased decentralization of MOE in place; MOE financial, managerial and operational authority decentralized.</p> <p>B. 90% of primary schools have qualified teachers and basic teaching materials.</p> <p>C. Institutionalized student achievement testing system being administered.</p> <p>D. Equity Improvement (EI) Policy in place; EI Program being implemented.</p> <p>E. Adequate proportional expenditures for primary education funded entirely from MOE's own recurrent budget excluding donor funding.</p> <p>F. Policy and plan in place for increasing the percentage of primary school expenditures spent on teaching materials to 6%.</p> <p>G. Education system planning, management and supervision significantly strengthened.</p>	<p>A. Policy statement; PMU reports, by GOG/MOE/GES</p> <p>B. MOE/GES/PMU monitoring reports.</p> <p>C. MOE/GES/PMU monitoring reports. Test scores publicized.</p> <p>D. Policy statement; PMU reports, by GOG/MOE/GES</p> <p>E. MOE/GES/PMU expenditure data for MOE.</p> <p>F. Policy statement by, GOG/MFEP/MOE/GES</p> <p>G. MOE/GES/PMU reports. External EOP evaluation.</p>	Political stability continues; Ghana continues with ERP; 5%/year average economic growth; GOG revenue as share of GDP remains at 3.5%. Share to education and primary stays constant.

Notes: Goal level OVI are vs. 1989 baseline data. The "design case" system is defined as follows: Student:teacher ratio of 40:1; teaching materials 6% of MOE recurrent primary expenditures; primary budget proportionally stabilized at 1989 level; 80% enrollment and retention, PI-P6; 90% of teachers trained.

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<u>OBJECTIVE</u>	<u>OBJECTIVELY VERIFIABLE INDICATORS</u> (OVIs)	<u>MEANS OF VERIFICATION</u> (MOVs)	<u>ASSUMPTIONS</u>
<b>OUTPUTS</b>			
1. MOE primary education budget and expenditures data kept in disaggregated form.	1. Primary education financial data reported and analyzed in disaggregated form.	1. MOE/GES/PMU reports.	4. Salary reduction from RIFC continues, permitting expanded materials budget. Teacher's Union agreement.
2. Primary school budget stabilized as proportion of MOE recurrent budget.	2. Primary school budget as proportion of overall MOE recurrent budget held at 1989 levels.	2. MOE/GES budget data.	
3. Primary school expenditures in line with budget levels.	3. Primary school expenditures in line with budget levels.	3. MOE/GES expenditure data.	
4. Increased proportion of primary school expenditures spent on teaching materials.	4. Percent of primary school expenditures spent on teaching materials increases to 6% by 1994.	4. MOE/GES expenditure data.	
5. Adequate teaching materials available in primary schools.	5. 90% of primary schools have basic teaching materials.	5. MOE/GES/PMU reports: USAID spot checks.	
6. Greater financial, management and operational authority in hands of district level MOE employees.	6. Decentralization Plan drafted, approved and implemented.	6. Decentralization Plan: MOE/GES/PMU reports.	
7. Primary School teachers qualify at minimum levels.	7. 90% of primary school teachers are trained at the minimum standard.	7. Published Staff Development Plan, MOE/GES/PMU implementation reports.	
8. Improved primary school system equity.	8. Equity Improvement Program drafted, approved and implemented for pilot areas.	8. GOG/MOE/GES approved plan acceptable to AID; PMU implementing reports; PU Monitoring Reports.	
9. Student achievement being systematically tested.	9. Criterion Referenced Tests developed, administered and institutionalized.	9. MOE public announcements; copy of GES test results published.	
10. Program evaluated.	10. Evaluations conducted.	10. MOE/GES Evaluations, Internal evaluations (Tranche reviews), External reports.	

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<u>OBJECTIVE</u>		<u>OBJECTIVELY VERIFIABLE INDICATORS</u> (OVIs)		<u>MEANS OF VERIFICATION</u> (MOV's)		<u>ASSUMPTIONS</u>
<b>OUTPUTS</b>						
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6.	Greater financial, management and operational authority in hands of district level MOE employees.	6.	Decentralization Plan drafted, approved and implemented.	6.	Decentralization Plan; MOE/GES/PMU reports.	
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8.	Improved primary school system equity.	8.	Equity Improvement Program drafted, approved and implemented for pilot areas.	8.	GOG/MOE/GES approved plan acceptable to AID; PMU implementing reports; PIJ Monitoring Reports.	
9.	Student achievement being systematically tested.	9.	Criterion Referenced Tests developed, administered and institutionalized	9.	MOE public announcements; copy of GES test results published.	
10.	Program evaluated.	10.	Evaluations conducted.	10.	MOE/GES Evaluations, internal evaluations (Tranche reviews), External reports.	

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<u>OBJECTIVE</u>		<u>OBJECTIVELY VERIFIABLE INDICATORS</u> (OVIs)		<u>MEANS OF VERIFICATION</u> (MOVs)		<u>ASSUMPTIONS</u>
<u>OUTPUTS</u>						
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3.	Primary school expenditures in line with budget levels.	3.	Primary school expenditures in line with budget levels.	3.	MOE/GES expenditure data	
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8.	Improved primary school system equity.	8.	Equity Improvement Program drafted, approved and implemented for pilot areas.	8.	GOG/MOE/GES approved plan acceptable to AID; PMU implementing reports; PLI Monitoring Reports.	
9.	Student achievement being systematically tested.	9.	Criterion Referenced Tests developed, administered and institutionalized	9.	MOE public announcements; copy of GES test results published.	
10.	Program evaluated.	10.	Evaluations conducted.	10.	MOE/GES Evaluations, Internal evaluations (Tranche reviews), External reports.	

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<u>OBJECTIVE</u>		<u>OBJECTIVELY VERIFIABLE INDICATORS</u> <u>(OVIs)</u>		<u>MEANS OF VERIFICATION</u> <u>MOV<sub>s</sub></u>		<u>ASSUMPTIONS</u>
<b>INPUTS</b>						
<u>USAID:</u>						
1.	US\$ 32 million in foreign exchange.	1.	Dollars disbursed by USAID.	1.	PILs.	1. CPs met.
2.	US\$ 3.6 million as follows:	2.	Dollars disbursed by USAID.	2.	PIRs.	2. CPs met.
A)	Short-term TA.	A)	64 p-m short-term TA provided (30 offshore, 34 onshore).	A)	USAID PIRs/SAPRs.	3. MOE/USAID agreement on needs.
B)	Short-term specialized training.	B)	65 p-m short-term specialized training provided (35 offshore, 30 onshore).	B)	USAID PIRs/SAPRs.	4. MOE/USAID agreement on needs.
C)	Long-term TA.	C)	56 p-m long-term TA as Assistant ENRD Officer.	C)	USAID PIRs/SAPRs.	
D)	Evaluations, financial assessments and financial management reviews.	D)	Evaluations and financial reports.	D)	Report documents.  • CP Reviews • Mid-Term Evaluation Reports • End of Project Evaluation Reports	
<u>GOC:</u>						
5.	Cedi equivalent of \$32 million in U.S. dollars, programmed to support the Ghana Primary Education budget.	5.	Cedi equivalent disbursed by MOE, estimated as follows in cedi equivalent:  ¢19.2 Billion	5.	Annual MOE budgets; Annual MOE expenditures reports.  • KPMG Reports • Price Waterhouse Reports	5. Cedis made available by MFEP and transferred to MOE/Non-Commingled Account

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**ACRONYMS AND ABBREVIATIONS**

CP	Conditions Precedent
EHRDO	Education and Human Resources Development Office
EIP	Equity Improvement Program
EOP	End of Project
ERP	Economic Recovery Program
GDP	Gross Domestic Product
GES	Ghana Education Service
GOG	Government of Ghana
MFE <sup>2</sup>	Ministry of Finance and Economic Planning
MOE	Ministry of Education
P-M	Person Months
PILs	Project Implementation Letters
PIRs	Project Implementation Reports
PMU	Program Management Unit
PREP	The Ghana Primary Education Program
SAP	Structural Adjustment Program
SAPRs	Semi-Annual Portfolio Reviews
TA	Technical Assistance

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## **APPENDIX B**

## FUNDING FROM DONOR AGENCIES FOR THE EDUCATION SECTOR IN GHANA SINCE 1986.

CREDIT NAME	EFFECTIVE DATE	SOURCE OF FUNDING	AMOUNT US \$ (Millions)	AMOUNT DISBURSED	STATUS	PURPOSE
1. Health and Education Rehabilitation Project	April, 1986	World Bank (IDA)	5.0	5.0	Completed	To provide essential facilities such as chalk textbooks, stationery and equipment
2. Northern Areas Education Project	January, 1987	OPEC FUND (International Funding)	4.4	3.5	On-going	To expand access to and improve the quality of Basic Education in the northern sector through the provision of fully equipped low-cost Primary and Junior Secondary schools
3. Education Sector Adjustment Credit (EdSAC I)	April, 1987	World Bank (IDA)	34.5	38.0	Completed	To support the 1st phase of the Reform programme with emphasis on the implementation of the JSS programme
4. Strengthening of Educational Planning	May, 1988	UNDP (Grant)	2.3	2.3	Completed	To strengthen Planning, budgeting, monitoring and evaluation of the Ministry. To establish PBME Division
5. Junior Secondary School Teacher Education Project	May, 1989	ODA (Grant)	3.5	3.5	Completed	To upgrade quality of Initial Teacher Training Colleges in English, Math, Science, Technical Skills and Education
6. Science and Maths College	May, 1989	SAUDI FUND FOR DEVELOPMENT	4.5	3.5	On-going	To complete work on Science and Maths College near Legon
7. Second Education Sector Adjustment Credit (EdSAC)	July, 1990	World Bank (IDA)	50.0	33.4	On-going	To assist with the continuation of the Reform Programme with emphasis on Senior Secondary Schools programme
8. Lifeskills Project for Primary Schools	January, 1991	UNICEF (Grant)	2.0	1.0	On-going	To Upgrade the quality of Primary School Curriculum and related teacher management
9. Early Childhood Development Project	January, 1991	UNICEF (Grant)	1.8	0.2	On-going	To strengthen a national policy on community based initiatives to safeguard early childhood development and care.
10. Community Secondary Schools Construction Project	August, 1991	World Bank (IDA)	14.7	8.7	On-going	To provide physical facilities and infrastructure for the newly established Senior Secondary Schools.

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***Week 5 (November 8-12)***

<b>Monday</b>	<b>11/8</b>	<b>Briefing of USAID and Ministry personnel</b>
<b>Tuesday</b>	<b>11/9</b>	<b>Discussions and preparation of briefing documents</b>
<b>Wednesday</b>	<b>11/10</b>	<b>Debriefing with PREP Oversight Committee</b> <b>Official Debriefing with PREP Coordinators</b> <b>Location: PMU Conference Room/Literacy House</b>
<b>Thursday</b>	<b>11/11</b>	<b>Official Debriefing with Minister of Education</b> <b>Location: MOE Conference Room</b>
<b>Friday</b>	<b>11/12</b>	<b>Debriefing with Mission Director, USAID</b> <b>Workshop on Indicators</b> <b>Location: USAID Conference Room</b> <b>Departure of most of the evaluation team</b> <b>Mitch Kirby remained until 11/14</b>

**Week 4 (November 1-6)**

<b>Monday</b>	<b>11/1</b>	<b>Briefing by Vice Chancellor of University of Cape Coast</b> <b>Location: UCC campus and area schools</b> <b>Vice Chancellor,</b> <b>Dean of Education</b> <b>Head, Dept of Primary Education</b> <b>Registrar</b>  <b>PMU</b> <b>Location: PMU Literacy House</b> <b>Mrs. A. Korsah</b>  <b>GES</b> <b>Director, Finance in GES, Mr. S.A-Asante</b> <b>Acting Director Supplies &amp; Logistics, Mrs. I Owusu</b>
<b>Tuesday</b>	<b>11/2</b>	<b>MFEP and GES meetings</b> <b>Director, Finance in GES, Mr. S.A-Asante</b> <b>Mr. Gyabaah</b> <b>Mr. Amuzu</b>  <b>University of Ghana</b> <b>Location: Legon</b> <b>Agricultural Economist, ISSER, Prof. V.K. Nyanteng</b>
<b>Wednesday</b>	<b>11/3</b>	<b>General Meetings to collect final information</b>
<b>Thursday</b>	<b>11/4</b>	<b>General Meetings to collect final information</b>
<b>Friday</b>	<b>11/5</b>	<b>General Meetings for confirmation of information</b>
<b>Saturday</b>	<b>11/6</b>	<b>Preliminary report of evaluation prepared by each evaluator</b> <b>Collation of material for final report</b>
<b>Sunday</b>	<b>11/7</b>	<b>Some evaluation team members depart</b> <b>Work on briefing reports</b>

Non-Formal Education  
Professor H.N. Pandit

**Wednesday 10/27**

**PREP**

Project Officer, Mr. Stephen Manu  
MES/USAID, Ms. Carol Bujeau  
Evaluation and Testing, Mr. William Ahadje and  
Mr. John Adu

**Thursday 10/28**

**Donors in Education Meeting: Presentation by Team Leader**  
Location: UNICEF Conference Room

**Meeting with Secretary-General of the Ghana National  
Association of Teachers (GNAT)**

**Policy and Analysis Division, MFEP**  
Principal Economic Officer, Mr. Godwin Amuzu

**Ministry of Finance and Economic Planning**  
Director IERD, Mr. Charles Abakah  
Principal Economic Officer, Mr. Emmanuel Darkoh

**Friday 10/29**

**Seminar with selected Regional and District Education  
Directors**

Location: MOE Conference Room  
Chaired by the Director General of GES

**Ministry of Finance and Economic Planning**  
Budget Division, Mr. Oscar Bonge

**Ghana Statistical Services**  
Mr. Gyabaah

**Policy and Analysis Division, MFEP**  
Principal Economic Officer, Mr. Godwin Amuzu

**Saturday 10/30**

**Continued review of program materials and documents**

**World Bank/OED**  
Mr. Ron Ridker

**UNICEF**  
Dr. Ash Hartwell

**Sunday 10/31**

**Team Meeting**

**Week 3 (October 25-31)**

**Monday 10/25**

Departure for local field trip  
Matseko Primary School (Headteacher Housing)  
Agbedrafor Primary School (Winning school in "Increased Retention Competition")  
School and public officials, chiefs, and community  
EHRDO, USAID, Dr. Habib Khan  
APO/EHR, Ms. Deborah Llewellyn

GES Administration and Finance  
Director, Mr. Stephan Aberdie-Asante

GES Management  
Director General, Mr. Alhaji R. Gbadamosi  
Deputy Director Generals, Mr. J. Atta-Quayson  
and Mr. S.E. Amissah

KPMG Peat Marwick Okah & Co.  
Partner, Mr. Reindorf B. Perbi

**Tuesday 10/26**

Departure for local field trip  
Aduman Asuaba Primary School (Provision of School Furniture)  
School and public officials, chiefs, and community  
EHRDO, USAID, Dr. Habib Khan  
APO/EHR, Ms. Deborah Llewellyn

Departure for Ga District trip  
Ga District Office (Review of Decentralization Status in the field)  
EHRDO, USAID, Dr. Habib Khan  
APO/EHR, Ms. Deborah Llewellyn

Ministry of Finance and Economic Planning  
Director IERD, Mr. Charles Abakah

Ministry of Finance and Economic Planning  
Budget Division, Mr. Oscar Bonge

Ghana Statistical Services  
Mr. Gyabaah

Policy and Analysis Division, MFEP  
Principal Economic Officer, Mr. Godwin Amuzu



**Presentation of Reports**

**Location:** PMU Conference Room/Literacy House

Deputy Director-General, Mr. S.E. Amissah  
Coordinator, School Education,  
Mrs. Camille Haldane-Lutterodt  
Project Officer, PREP, Mr. Stephen Manu  
EHRDO, Dr. Habib Khan

**Friday 10/22**

**Meeting with Director-General of GES**

**Location:** Ministry of Education, Director-General Office

Director-General, Mr. Alhaji Gbadamosi  
Deputy Director-General, Mr. S.E. Amissah  
EHRDO, Dr. Habib Khan

**Visit to MOE/GES/PREP Warehouse**

**Location:** Tema

A/Coordinator, Logistics, PREP, Mr. J.W. Bennett  
APO/EHR, Ms. Deborah Llewellyn

**PREP Monitoring Review**

**Location:** USAID Conference Room

Evaluation Coordinator, PREP, Mr. William Ahadzie  
Assistant Evaluation Coordinator, PREP, Dr. S. Fianu  
Coordinator, School Education,  
Mrs. Camille Haldane-Lutterodt  
Project Officer, PREP, Mr. Stephen Manu  
Monitoring and Evaluation Specialist, USAID,  
Ms. Carol Bujeau  
Program Officer, USAID, Mr. Stafford Baker  
Program Economist, USAID, Mr. Bob Wuertz  
EHRDO, USAID, Dr. Habib Khan  
APO/EHR, Ms. Deborah Llewellyn

**Saturday 10/23**

**Review of Documents**

**Plans and Arrangements for Site Visits**

**Sunday 10/24**

**Departure for field trip**

Tolon Primary School (Scholarship for Girls, Remote Area Incentive)

Kumbungu Primary School (Scholarship for Girls, Housing)

Tali Primary School (Remote Area Incentive)

**Presbyterian Teacher Training Center Primary School**  
**Location: Akropong**

**Head**  
**A/EFHRDO, Ms. Deborah Llewellyn**

**Akropong District Office**

**District Education Director, Anthony Ya Boafor**  
**A/EFHRDO, Ms. Deborah Llewellyn**

**Presentation of Reports**  
**Location: PMU Conference Room/Literacy House**

**Director, Finance and Administration, GES,**  
**Mr. Stephen Abertie-Asante**  
**Assistant Project Officer, Disbursement, PMU,**  
**Ms. Ama Hodasi**  
**Representative, KPMG, Mr. R. Prebe**

**Audit Findings and Financial Management Reviews**  
**Location: USAID Conference Room**

**Representative, Price Waterhouse**

**Thursday 10/21**

**Winneba District Office**

**District Education Director, Mr. Stephen Baidoo**  
**Assistant Director for Budgeting and Planning,**  
**Mr. Nkumi**  
**APO/EHR, Ms. Deborah Llewellyn**  
**M&E Spec., Ms. Carol Bujeau**

**Advanced Primary School**  
**Location: Winneba**

**Head, Mr. Morris Mensah**  
**APO/EHR, Ms. Deborah Llewellyn**  
**M&E Spec., Ms. Carol Bujeau**

**Week 2 (October 18-24)**

**Monday 10/18**

**USAID Deputy Director**  
**Location: USAID**

**Deputy Director, Ms. D. Liberi**

**PREP Activity Reviews**  
**Location: Aburi Botanical Gardens**

**Project Officer, PREP, Mr. S.Y. Manu**  
**EIP, PREP, Mr. J.O. Kofi**  
**CRT, PREP, Mr. J. Adu**  
**CRT, PREP, Mr. C. Duedu**

**Tuesday 10/19**

**PREP Activity Reviews**  
**Location: Aburi Botanical Gardens**

**Deputy Director General, GES, Mr. S.E. Amissah**  
**Training, Mrs. R. Hammond**  
**Director, Manpower & Training, GES, Mr. S. Obeng**  
**Director, Teacher Education, GES,**  
**Mrs. Elizabeth Addabor**  
**Acting Head, Primary Education Dept., University of**  
**Cape Coast, Dr. Benjamin Eshun**  
**Procurement & Eval., PREP, Mr. M. Amanor-Mfoafo**  
**Logistics, PREP, Mr. J.W. Bennett**  
**Supplies & Logistics, Mrs. I. Owusu**  
**EHRDO, Dr. Habib Khan**  
**A/EFHRDO, Ms. Deborah Llewellyn**  
**Educ Spec., Mr. Stan Dery**

**Wednesday 10/20**

**National Commission for Women in Development**  
**Location: Accra**

**Head, Ms. Rebecca Adotey**  
**A/EFHRDO, Ms. Deborah Llewellyn**

**Methodist Primary School**  
**Location: Akropong**

**Deputy Head**  
**A/EFHRDO, Ms. Deborah Llewellyn**

<b>Friday</b>	<b>10/15</b>	<p><b>Preliminary Meeting with Governor</b>  <b>Location: Bank of Ghana</b></p> <p><b>Governor, Dr. G.K. Agama</b></p> <p><b>Planning, Budget, Monitoring, and Evaluation Unit</b>  <b>Location: Ministry of Education</b></p> <p><b>Monitoring Officer, Mr. D.W. Konadu</b>  <b>Director, PBME, Mr. Yaw Dwomoh</b></p> <p><b>Directorate of Basic Education, GES</b>  <b>Location: Ministry of Education</b></p> <p><b>A/Director, Basic Education, Mrs. Sarah Opong</b></p> <p><b>Curriculum Research and Development Department</b>  <b>Location: Ministry of Education</b></p> <p><b>A/Director, Mrs. Patience Addo</b>  <b>Assistant Coordinator, Curriculum, Mrs. Lena Sevor</b>  <b>APO/EHR, Ms. Deborah Llewellyn</b></p> <p><b>Teacher Education</b>  <b>Location: Ministry of Education</b></p> <p><b>Director, Mrs. Elizabeth Addabor</b>  <b>Deputy Director-General, Mr. Samuel E. Amissah</b>  <b>EHRDO, Dr. Habib Khan</b></p>
<b>Saturday</b>	<b>10/16</b>	<p><b>Team Meeting</b>  <b>Review of Documents</b></p>
<b>Sunday</b>	<b>10/17</b>	<p><b>Team Meeting</b></p>

**PREP Oversight Committee**

**Location: Ministry of Finance & Economic Planning**

**Director, IERD/MFEP, Mr. Charles Abakah  
Head, Bilateral Relations Div., Mrs. Agnes Batsa  
Principal Economic Officer, Mr. Emmanuel Darkoh  
EHRDO, Dr. Habib Khan  
A/EFHRDO, Ms. Deborah Llewellyn  
Educ Spec., Mr. Stan Dery**

**Thursday 10/14**

**Orientation Meeting with PREP Staff**

**Location: PMU Conference Room/Literacy House**

**Deputy Minister, Prof. N.K Kofinti  
Director General, NonFormal, Mr. R.J. Mettle-Nunoo  
Former Coordinator, PREP,  
Mrs. C. Haldane-Lutterodt  
Project Officer, PREP, Mr. S.Y. Manu  
PREP Staff  
Mr. J.K Adu  
Mr. W.K. Ahadzie  
Mrs. Rosemond Hammond  
Mr. J.W. Bennett  
Mr. M. Amanor-Mfoafo  
EHRDO, Dr. Habib Khan  
APO/EHR, Ms. Deborah Llewellyn  
M&E Spec., Ms. Carol Bujeau  
Educ Spec., Mr. Stan Dery**

**Courtesy call to Ghana Education Service (GES)**

**Location: Ministry of Education**

**Deputy Director General, Mr. S.E. Amissah  
Deputy Director General, Mr. J. Atta-Quayson  
EHRDO, Dr. Habib Khan  
APO/EHR, Ms. Deborah Llewellyn  
Educ Spec., Mr. Stan Dery**

**Briefing with Mission Project Implementation Committee**

**Location: USAID Conference Room**

**EHRDO, Dr. Habib Khan  
Program Economist, Mr. Bob Wuertz  
APO/EHR, Ms. Deborah Llewellyn  
M&E Spec., Ms. Carol Bujeau  
Educ Spec., Mr. Stan Dery**

## **Schedule for Mid-Term Evaluation of PREP**

This evaluation was carried out under very formal circumstances. Most meetings were group sessions with opening ceremonies and individual presentations. Even visits to schools were occasioned by village meetings, speeches, and drums and dancing. Few meetings were held without the presence of USAID personnel, and only a few one-to-one interviews were held. Accordingly, the evaluation was part of the program process. It had an impact of its own: encouraging the MOE, GES, and school officials and USAID and PREP local representatives to reflect on their past accomplishments, intentions, and activities. Many decisions and initiatives were undertaken during the course of the evaluation, apparently as a result of the deliberations.

### ***Week 1 (October 11-17, 1993)***

**Monday 10/11**      Reading of PREP documents

**Tuesday 10/12**      Opening meeting with the Hon. Minister of Education  
Location:      Minister of Education's Office

Hon. Minister for Education, Mr. Harry Sawyerr  
Deputy Minister, Prof. N.K. Kofinti  
Deputy Minister, Mr. K. Kyere  
EHRDO, Dr. Habib Khan  
A/EHRDO, Ms. Deborah Llewellyn  
M&E Spec., Ms. Carol Bujeau  
Educ Spec., Mr. Stan Dery

Discussion of needs and logistics: Team Meeting  
Location:      USAID Conference Room  
(Continued) Novotel

Review of documents and preliminary discussions  
Location:      Novotel

**Wednesday 10/13**      Briefing at USAID  
Location:      USAID Conference Room

USAID Director, Dr. Joe Goodwin  
Deputy Director, Ms. Dawn Liberi  
EHRDO, Dr. Habib Khan  
A/EHRDO, Ms. Deborah Llewellyn  
M&E Spec., Ms. Carol Bujeau  
Educ Spec., Mr. Stan Dery

## **APPENDIX C**

## Appendix C



Primary Education Project (PREP) (USAID)	July, 1991	USAID (Grant)	35.0	19.0	On-going	To help to improve quality and equity in Primary Education.
12. Government Budget Support	March, 1992	EEC (Grant)	24.6	8.0	On-going	To assist Government with the use of counter funding and recurrent expenditures excluding wages and salaries of MOE and MOH
13. Literacy and Functional Skills Project	July, 1992	World Bank (IDA), ODA UNICEF, NORAD (Grant)	25.4	2.8	On-going	To support and consolidate the government's programme of functional literacy
14. Tertiary Education Project	January, 1993	World Bank (IDA)	45.0	0.4	On-going	To support the first phase of Government's tertiary reform programme
15. Tertiary Rehabilitation Project	February, 1993	ADB	20.0	Nil	On-going	Rehabilitation of facilities in Tertiary Institutions: UG, UST, UCC, 6 Polytechnics. Civil works, Equipment, Technical Assistance and Training
16. Support to Teacher Education Project	October, 1993	ODA (Grant)	4.7	Nil	Under Negotiation	To assist government in strengthening Teacher qualifications and pedagogic skills of Basic Education teachers and trainers
17. Primary School Development Project (IDA)	January, 1994	World Bank (IDA)	65.1	Nil	New Project just started	To assist Government in increasing learning achievements and enrolments in Primary Schools
TOTAL			342.5	129.3		

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## **PREP MID-TERM EVALUATION RESOURCES**

### **Project Papers**

Program Assistance Approval Document (PAAD)  
Program Assistance Initial Proposal (PAIP)  
Program Grant Agreement (641-0119)  
Project grant Agreement (641-0120)  
Logical Framework for PREP

### **Monitoring and Evaluation Reports**

Mission Order on Evaluation and Monitoring  
Monitoring Program Performance for USAID/Ghana (PRISM)  
List of Indicators at Mission reported on to Washington  
Assessment of Program Impact for 1992 (API)  
Semi-Annual Portfolio Review (SPR)

### **Tranche Review Documentation**

Implementation Review of PREP, MOE, October 1991  
Implementation Review: Tranche II, MOE, November 1992  
Interim Report o Task Force on the Printing and Distribution of Primary School Textbooks under Tranche I  
Status Report on Disbursement of Tranches I & II Funds, MOE, PMU, November 1992  
Status Report on Procurement under Tranches I & II. MOE, November 1992  
Budget for Tranche III, MOE  
Tranche III Review of PREP, MOE, November 1992  
PREP Project Implementation Letter No. 10

### **Financial Reports**

Economic Sector Analysis for Basic Education in Ghana, Jim Cobbe

### **Price Waterhouse**

Financial Assessment Review, October 1992  
Financial Management Review (3rd Report) November 1992  
PREP Special Report: Tranche II & III Fund Releases, June 1993  
Financial Assessment, August 1993  
Financial Assessment - Supplementary Report on Verification of distribution of Textbooks, August 1993

## **APPENDIX D**

## **Other Reports**

Educational Decentralization Status Report, Glen Shaw, Project ABEL  
MOE Policy Statement and Plan on Decentralization and Status Report on the MOE's decentralization Plan  
MOE Action Plan May-Oct. 1993  
Primary Schools Teachers in Ghana, prepared for USAID by Dr. David Chapman November 1989  
Advancing Basic Education And Literacy Project Paper, USAID Office of Education, Bureau for Science and Technology, March 1989.  
EIP, Overview of the Social Survey on Parents Teachers and Community Leaders Attitudes towards Education

## **Planing, Budgeting, Monitoring, and Evaluation (PBME)**

Ministry of Education Cabinet Brief  
MOE UNESCO/UNDP Strengthening Educational Planning Project, School Sector Planning Parameters  
Education in Ghana at a Glance, H.N. Pandit  
Social Demand for Education and Manpower Requirements for Economic Development of Ghana, 1989  
Basic Statistics and Planning Parameters for School Education at National and Regional Levels, May 1992  
Educational, Occupational, Industrial and Employment Characteristics of Population in Ghana, November 1989  
Trends in Socio-Economic educational Characteristics of the Ghanaian Population 1960, 1970, and 1984  
Primary Education Data Management System for Policy Analysis and Planning June 1991  
Management Problems in Primary Schools in Ghana 1988/89  
  
Ghana 2000 and Beyond, Setting the Stage for Accelerated Growth and Poverty Reduction, World Bank, 1993  
Reading and Math Skills in Ghana - Preliminary testing Results from the GLSS, June 1989  
Junior Secondary School Teacher Education Project, JUSSTEP 1989-93 Impact Study June 1993  
Institutional and Policy Assessment of Primary Education in Ghana, for USAID, William Adhadzie, 1989  
Successful Development in Africa - Case Studies of Projects, Programs and Policies, Economic Development Institute of the World Bank  
A.I.D.'s Investment in Basic Education, January 1993  
  
Project Completion Report- 1st Education Sector Adjustment Credit- World Bank  
In-Service Education for Teachers (INSET) in Ghana-Discussion Paper, S.Manu, November 1993  
Ghana's Policy Adjustment Initiative-Opportunity for Renewal, Vida Yeboah, Deputy

## **The Mitchell Group (TMG)**

Quarterly Progress Reports - (December 31, 1992, March 31, 1993, June 30, 1993, Doris Mason Martin

Educational Management Information Systems, Nathan Slater  
Teacher Education and Training, Jonnie Mills-Jones

## **Textbooks**

Interim Report of Task Force on the Printing and Distribution of Primary School Textbooks under Tranche I

Textbook Distribution, The Mitchell Group, Martha Cooper  
Financial Assessment-Supplementary Report on Verification of distribution of Textbooks, Price Waterhouse, August 1993  
Evaluation report for the Printing of Primary School Textbooks, syllabuses and Teacher's Notebooks

## **Training**

Training Plan for Primary Schools, MOE, October 1991  
Status Report on In-Service Training Course on the Teaching of Maths and Science for Teachers in Primary Class Six, MOE PMU, June-July 1991  
Status Report on In-Service training Course on the Teaching of English for Teachers in Primary Class Four, MOE PMU, September-October 1991  
Report on the Teaching of Life Skills for Lower Primary Teachers, MOE PMU, April - May 1992  
Status Report on Training Programmes, MOE, November 1992  
Sample Itinerary for PREP Participatory Training in USA on Decentralization  
PREP In-Service Education for Teachers- New Perspectives, November 1993

## **MOE Reports for Mid-Term Evaluation**

Criterion-Referenced Testing (CRT) in Mathematics and English for Primary Six Pupils, October 1993  
Training Programmes under Tranches I, II, and III, September 1993  
Mid-term Evaluation Report on Logistics under Tranches I,II, and III  
Mid-Term Report on Procurement, October 1993  
Status Report on Disbursement , October 1993  
Status Report on Decentralization, September 1993  
Report of PREP Mid-Term Evaluation EIP

**KPMG Peat Marwick Okoh Consultants**

Ghana Primary Education Programme: PRE-PAAD Financial Management Assessment, April 1990

Report on Consulting Accounting Services from Inception to September 30, 1992, October 1992

Report on Basis for Disaggregation of Primary Education Expenditure for the total Ministry's Expenditure Financial Report 1992, July 1992.

**MOE**

Financial Reports for the periods ended: 30th September 1991, 31st December 1991, June 1991

Disaggregation of Primary Education Budget and Expenditure Data, GES, 1993

**Criterion-Referenced Testing (CRT)**

Status Report on Criterion Referenced Testing in mathematics and English for Primary Six Pupils, MOE PMU, November 1992

Criterion-Referenced Tests for Primary Six (Mathematics and English): Test Administrator's Manual, MOE

The Criterion-Referenced Tests for Primary Six: Results of the Pilot Testing, Richard Sandman, August 20, 1993

CRT Program Pilot Activities, presentation by Dr. K. Habib Khan

Criterion-Referenced Testing for Primary Six: Preliminary Technical report, Richard Sandman

Continued development of the Ghana CRT Program: The Construction of Parallel Tests

**Equity Improvement Programme (EIP)**

Status Report on EIP, MOE, PMU, October 1991

Status Report on EIP, MOE, PMU, October 1992

Evaluation Report on EIP Pilot Activities Initiated during the Academic Year 1991/1992, MOE PMU, October 1992

EIP: Review of Baseline Data, Robert A. Ntumi, May 1992

Report on EIP Pilot Activities Initiated during the Academic Years 1991/1992 and 1992/1993, MOE PMU, April 1993.

PREP Evaluation Procedures for E.I.P. Projects, MOE PREP Mid-Term Evaluation, October 1993

Equity Improvement Program proposed pilot activities, ABEL, May Rihani

Primary Schools Education Ghana: Social Constraints Assessment, Patrick Twumasi, 1989

Social Survey of Gender-Based Activities Towards Education at the Primary Levels- A Baseline Study, April 1993

EIP School Library Pilot Project - List of Titles Purchased

Secretary for Education, January 1990  
Profile of the University of Cape Coast  
University of Cape Coast Statistical Digest 1991/92, July 1993  
Research on Availability and Utilization of Materials in the Central Region of Ghana:  
Phase I Study - UCC Center for Research on Improving Quality of Primary Education in  
Ghana, IEQ Occasional Paper No. 1  
Ghana National Association of Teachers (GNAT) Constitution and Rules  
Ghana Living Standards Survey-Preliminary results, World Bank Social Dimensions of  
Adjustment Project Unit, 1988  
Human Resources Development and Economic growth in Ghana in the next two decades,  
World Bank 1992  
MOE PREP Budget for Tranche III  
Ghana Education Sector Review Update-AID, 1989  
Ministry of Education,  
    Annual Estimates for 1993 Central Gov't Budget  
    Annual Estimates for 1992  
    Annual Estimates for 1991  
Ministry of Finance Guidelines for the Preparation of the 1994 Budget  
Ghana Education Service Personal Emolument 1994  
Estimating the determinants of Cognitive Achievement in Low Income Countries, The Case  
of Ghana, Paul Glewwe and Hanah Jacoby, LSMS Working Paper No. 91  
MOE 1993 Summary of recurrent Expenditures of Programs and Objects  
Development of an Independent Monitoring, Inspection and Evaluation System for Basic  
and Secondary Education, Interim Report, 1989, UNESCO/UNDP Strengthening  
Educational Planning Project  
MOE Financial Report for 1991 and 1992